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LEGISLATIVE HISTORY

Public Law 89-794

H. R. 15111

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INDEX AND SUMMARY OF H. R. 15111

- 4-1-66 Sen. Clark introduced and discussed S. 3164, which was referred to Senate Labor and Public Welfare Committee. Remarks of author and print of bill as introduced.
- 5-17-66 Rep. Gibbons introduced H. R. 15111 which was referred to House Education and Labor Committee. Print of bill as introduced.
- 5-18-66 House committee voted to report H. R. 15111.
- 6-1-66 House committee reported H. R. 15111 without amendment.
- 6-17-66 House Report 1568. Print of bill and report.
- 6-21-66 Comment on provision in report. Sens. Javits and Kennedy submitted amendments.
- 6-29-66 House Rules Committee granted an open rule.
- 7-14-66 House Rules Committee granted permission to file a report.
- 7-19-66 House Rules Committee reported resolution for consideration of H. R. 15111. House Resolution 923. House Report 1707. Print of resolution and report.
- 8-23-66 Senate committee voted to report S. 3164.
- 9-22-66 Senate committee reported S. 3164.
- 9-26-66 House began debate on H. R. 15111.
- 9-27-66 House continued debate on H. R. 15111.
- 9-28-66 House continued debate on H. R. 15111.
- 9-29-66 House passed H. R. 15111 with amendments. Senate committee reported S. 3164 with amendment. Senate Report 1666. Print of bill and report.
- 9-30-66 H. R. 15111 placed on Senate calendar. Print of bill. Senate began debate on S. 3164.
- 10-3-66 Senate continued debate on S. 3164.
- 10-4-66 Senate passed H. R. 15111 with amendment. S. 3164 indefinitely postponed.

- 10-5-66 Both Houses appointed conferees.
- 10-17-66 House received conference report. House Report 2298.
Print of report.
- 10-18-66 Senate agreed to conference report.
- 10-20-66 House agreed to conference report.
- 11-8-66 Approved: Public Law 89-794.

Hearings: Senate Labor and Public Welfare Committee
on S. 3164.

House Miscellaneous Hearings on War on Poverty.
House Education and Labor Committee.

House Rules Committee on H. R. 15111. Parts 1, 2, 3, & 4.

appropriations of \$1.5 billion for the fiscal year 1967. Provides for the establishment of a new office for all major health programs and research, under the guidance of titles I and II. Authorizes a new program of small loans for the establishment of new health care facilities, and bearing a 1-percent interest rate. Provides for persons from low-income families for health insurance. Provides a new program of legal services for the poor and needy. Provides for the establishment of a new program of \$1,500 to \$4,000 for the establishment of health care facilities. Provides for the establishment of a new program of business loan program for the health business. Administration. Authorizes the appointment of a director of the office of health resources to be in charge of programs for the health care.

DIGEST OF PUBLIC LAW 89-794

ECONOMIC OPPORTUNITY AMENDMENTS OF 1966. Authorizes appropriations of \$1.75 billion for the poverty program in fiscal year 1967. Provides specific authorizations for all major youth employment and community action programs of titles I and II. Authorizes a new program of small loans (not to exceed \$300 for one person at one time, and bearing a 2-percent annual interest rate) to persons from low-income families for financial emergencies. Contains a new section on legal services for the poor and earmarks funds for the program. Increases from \$2,500 to \$3,500 the ceiling on title III loans to low-income rural families. Transfers the title IV small business loan program from OEO to the Small Business Administration. Authorizes the appointment of an Assistant Director of the Office of Economic Opportunity to be in charge of programs for the elderly poor.

7 grants under the Economic Opportunity Act of 1964 (other
8 than part C of title I of such Act), there is hereby author-
9 ized to be appropriated for the fiscal year ending June 30,
10 1967, the sum of \$1,750,000,000, of which, subject to the
11 provisions of section 202 of such Act, the amounts appro-

89TH CONGRESS
2D SESSION

S. 3164

IN THE SENATE OF THE UNITED STATES

APRIL 1, 1966

Mr. CLARK introduced the following bill; which was read twice and referred
to the Committee on Labor and Public Welfare

A BILL

To provide for continued progress in the Nation's war on poverty.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That this Act may be cited as the Economic Opportunity
4 Amendments of 1966.

5 AUTHORIZATIONS AND FINANCING

6 SEC. 2. (a) (1) For the purpose of carrying out pro-
7 grams under the Economic Opportunity Act of 1964 (other
8 than part C of title I of such Act), there is hereby author-
9 ized to be appropriated for the fiscal year ending June 30,
10 1967, the sum of \$1,750,000,000, of which, subject to the
11 provisions of section 616 of such Act, the amounts appro-

1 priated or made available by appropriation Act shall not
2 exceed \$533,000,000 for the purpose of carrying out of
3 the provisions of title I of such Act, \$944,000,000 for the
4 purpose of carrying out title II, \$65,000,000 for the pur-
5 pose of carrying out title III, \$5,000,000 for the purpose
6 of carrying out the provisions referred to in the second
7 sentence of section 407, as added by these amendments,
8 \$160,000,000 for the purpose of carrying out title V, \$17.-
9 000,000 for the purpose of carrying out title VI, and
10 \$26,000,000 for the purpose of carrying out title VIII as
11 added by these amendments.

12 (2) Section 616 of the Economic Opportunity Act of
13 1964 is amended by inserting immediately before the first
14 comma the following: “, or under any Act authorizing ap-
15 propriations for any such title (other than part C of title
16 I)”.

17 (b) (1) Sections 131, 221, 321, 503, and 615 of the
18 Economic Opportunity Act of 1964 are each amended by
19 (A) striking out “three” in the first sentence and inserting
20 in lieu thereof “five”, and (B) striking out “succeeding
21 fiscal year” in the second sentence and inserting in lieu
22 thereof “three succeeding fiscal years”.

23 (2) Section 407 of such Act is amended by striking
24 out “two” and inserting in lieu thereof “five”.

25 (c) (1) Sections 115 and 208 (a) of the Economic

1 Opportunity Act of 1964 are each amended by striking
2 out “three” in the first sentence and inserting in lieu thereof
3 “four”.

4 (2) The first sentence of section 216(b) of such Act
5 is amended by (A) striking out “two” in the first sentence
6 and inserting in lieu thereof “three”, and (B) striking out
7 “shall be” in such sentence and inserting in lieu thereof
8 “shall not exceed”.

9 PROGRAM AMENDMENTS—CRITERIA FOR COMMUNITY

10 ACTION PROGRAMS

11 SEC. 3. Section 202(b) of the Economic Opportunity
12 Act of 1964 is amended by adding at the end thereof a new
13 sentence to read as follows: “Such criteria shall include
14 requirements to assure (1) that each agency responsible for
15 a community action program is qualified to administer such
16 program and the funds granted to it efficiently, effectively,
17 and in a manner fully consistent with the provisions and
18 purposes of this part, having due regard for the size and
19 complexity of such program and the number of persons and
20 size of the area served; (2) that each such agency is subject
21 to evaluation of program progress and regular or periodic
22 audits and that the results or findings of such evaluations
23 and audits are considered by the agency as well as by the
24 Director in connection with proposals or applications for
25 the renewal, expansion, or modification of any such pro-

1 gram; (3) that each such agency maintains records and
2 internal controls needed to achieve and document compliance
3 with all legal requirements and that all records bearing
4 exclusively on grants made under this part are available to
5 the General Accounting Office; (4) that each such program
6 is carried on in accordance with standards and policies, in-
7 cluding rules governing the conduct of officers and em-
8 ployees, to preclude the use of program funds, the provision
9 of services, or the employment or assignment of personnel
10 in a manner supporting, or resulting in an identification of
11 such program with, any partisan political activity or any
12 activity designed to further the election or defeat of any
13 candidate for public office; and (5) that the personnel of
14 each such agency are selected, employed, promoted, and com-
15 pensated in accordance with standards prescribed by the
16 Director, or personnel plans approved by him, as promoting
17 efficiency and the effective use of funds.”

18 COMMUNITY ACTION—PERSONNEL ASSISTANCE

19 SEC. 4. Section 206 of the Economic Opportunity Act
20 of 1964 is amended by adding at the end thereof a new
21 sentence to read as follows: “The Director is also authorized,
22 upon request of a grantee under this section, or sections 204,
23 205, or 209 (b), to make special assignments of personnel
24 to the grantee to assist and advise in the performance of
25 functions related to the purposes of this part, except that in

1 no event shall more than one hundred persons be employed
2 for, or at any one time regularly engaged in, such assign-
3 ments, nor shall any such special assignment be for a period
4 of more than two years in the case of any grantee.”

5 ADULT BASIC EDUCATION—STATE PLAN CRITERIA AND
6 PROJECT GRANTS

7 SEC. 5. (a) Section 212 of the Economic Opportunity
8 Act of 1964 is amended by inserting “, or lack of similar
9 basic skills,” immediately before the word “constitutes”.

10 (b) Section 214 (a) of the Economic Opportunity Act
11 of 1964 is amended to read as follows:

12 “SEC. 214. (a) The Director shall approve a State plan
13 which sets forth a program for use, in accordance with sec-
14 tion 213 (b) , of grants under this part, and which (consistent
15 with such basic criteria as the Director may prescribe) —

16 “(1) contains a system of specific priorities ade-
17 quate to assure the most effective use of funds, having
18 regard to the number of persons described in section 212
19 in different areas of the State, the extent of their edu-
20 cational deficiencies, and the degree to which local pro-
21 grams or projects under this part will assist such persons
22 to increase their incomes or otherwise significantly alter
23 their prospects for employment or economic advance-
24 ment in accordance with the purposes of this part;

25 “(2) contains specific provisions for cooperative

1 arrangements with appropriate public or nonprofit agen-
2 cies within the State concerned with problems of poverty,
3 employment, and health related to the purposes of this
4 section, and sets forth specific procedures for imple-
5 menting such arrangements in connection with local
6 projects and programs, as necessary or appropriate to
7 assure that related services or assistance needed by par-
8 ticipants will be provided and that such projects and
9 programs will be carried on in a coordinated manner
10 consistent with the provisions and purposes of this Act;

11 “(3) provides such criteria as may be necessary to
12 assure that all projects and programs are carried on in
13 a way responsive to the needs and abilities of adults who
14 are educationally and economically disadvantaged and
15 that use is made of services, facilities, staff, systems,
16 and methods that will best contribute to this objective;

17 “(4) provides that projects and programs initiated
18 or supported under the plan will be subject to adequate
19 procedures for evaluation of their effectiveness and for
20 the dissemination of the results of such evaluations when-
21 ever appropriate to interested agencies and persons
22 throughout the State; and

23 “(5) provides for administration by the State edu-
24 cational agency in accordance with procedures and
25 policies to (A) assure proper disbursement of and

1 accounting for all funds granted under section 213,
2 (B) enable the State agency to make such prompt re-
3 ports to the Director containing such information as
4 may be required to permit him to determine the current
5 status of operations or actions taken under the State
6 plan, or as may otherwise be necessary to enable him
7 to perform his duties under this part or any applicable
8 provision of this Act, and (C) assure that such support-
9 ing books, records, and other documentation will be
10 maintained, and made available to the Director, as he
11 finds reasonably necessary to verify reports or otherwise
12 discharge his responsibilities.”

13 (c) Section 215 of the Economic Opportunity Act of
14 1964 is amended by—

15 (1) amending subsection (b) to read as follows:

16 “(b) The portion of any State’s allotment under sub-
17 section (a) which the Director determines will not be re-
18 quired, for the period such allotment is available, for carrying
19 out the State plan (if any) approved under this part shall
20 be available (1) for use within such State for the purpose of
21 grants under section 218 (b) ; (2) for reallocation in accord-
22 ance with subsection (c) ; and (3) for reallocation, or trans-
23 fer subject to section 616, for use in connection with other
24 programs under this Act when the Director determines that

1 the funds cannot be effectively or efficiently reallocated or
2 otherwise employed for purposes of this part.”; and

3 (2) amending subsection (c) to read as follows:

4 “(c) Reallotment as authorized by subsection (b) may
5 be made from time to time in such States during any fiscal
6 year as the Director may fix. Reallotments of funds from
7 one State shall be made to other States in proportion to the
8 original allotments to such States under subsection (a) for
9 such year, but with such proportionate amount for any of
10 such other States being reduced to the extent it exceeds
11 the sum of (1) the amount which the Director estimates
12 such State needs and will be able to use for such period for
13 carrying out its State plan approved under this part, and
14 (2) any amount which the Director determines may be
15 allowed for the purpose of grants under section 218(b) in
16 such State; and the total of such reductions shall be simi-
17 larly reallocated among the States whose proportionate
18 amounts are not reduced. Any amount reallocated to a State
19 under this subsection during a year which is not made avail-
20 able for purposes of grants under section 218(b) shall be
21 deemed part of its allotment under subsection (a) for such
22 year.”

1 (d) Section 218 of the Economic Opportunity Act of
2 1964 is amended to read as follows:

3 “SPECIAL PROJECTS AND TEACHER TRAINING

4 “SEC. 218. (a) Not to exceed 25 per centum of the
5 funds appropriated or allocated to carry out this part for any
6 fiscal year may be reserved for use in making special project
7 grants and in providing teacher training as authorized in
8 this section.

9 “(b) The Director is authorized to make grants to local
10 educational agencies or other public or private nonprofit
11 agencies for the purpose of special projects which will be
12 carried out in furtherance of the purpose of section 212 and
13 which—

14 “(1) involve the use of innovative methods, sys-
15 tems, materials, or programs which the Director deter-
16 mines may have national significance or be of special
17 value in promoting effective programs under this part,
18 or

19 “(2) involve activities in adult basic education,
20 which the Director determines are so coupled with other
21 Federal, federally assisted, State, or local programs,

1 as to have unusual promise in promoting a comprehen-
2 sive or coordinated approach to the problems of low-
3 income persons with basic educational deficiencies as
4 described in section 212.

5 “The Director shall establish procedures for the making of
6 grants under this section which shall (1) require a local
7 or non-Federal contribution of at least 10 per centum of the
8 project costs wherever feasible and not inconsistent with the
9 purposes of this section, and (2) assure that in advance of
10 any grant an opportunity for review and comment will be
11 afforded (A) to the State educational agency of the State
12 in which the project will be carried on and (B) to appro-
13 priate local educational agencies (either directly or through
14 the State educational agency) in the case of any grants
15 not proposed to be made to such agencies.

16 “(c) The Director is authorized to provide (directly
17 or by contract), or to make grants to colleges and univer-
18 sities, State or local educational agencies, or other appro-
19 priate public or private nonprofit agencies or organizations
20 to provide, training to persons engaged or preparing to
21 engage as instructors for individuals described in section 212,
22 with such stipends and allowances, if any (including travel-
23 ing and subsistence expenses), for persons undergoing such
24 training, and their dependents, as the Director may by or
25 pursuant to regulation determine.

RURAL AREAS—LOAN AUTHORITY

SEC. 6. Section 302 (a) of the Economic Opportunity Act of 1964 is amended by striking out “exceeding \$2,500 in the aggregate” and inserting in lieu thereof “resulting in an aggregate indebtedness of more than \$3,500 at any one time”.

GRANT SUPPORT—SMALL BUSINESS LOAN PROGRAM

SEC. 7. (a) Section 402 of the Economic Opportunity Act of 1964 is hereby redesignated section 402 (a) and there is added at the end thereof a new subsection (b) as follows:

“(b) The Director is further authorized to make grants to, or contract with, public or nonprofit agencies, or combinations thereof, to pay all or part of the costs necessary to enable such agencies to provide screening, counseling, management guidance, or similar assistance with respect to persons or small business concerns which receive or may be eligible for assistance under subsection (a). Financial assistance under this subsection shall be subject to the provisions of section 208 of this Act.”

(b) Section 407 of the Economic Opportunity Act of 1964 is amended by (A) striking out the heading “DURATION OF PROGRAM” and inserting in lieu thereof “AUTHORIZATION OF APPROPRIATIONS” and (B) adding at the end thereof a new sentence as follows: “For the purpose of car-

1 rying out the provisions of section 402 (b), for the fiscal
2 year ending June 30, 1967, and the three succeeding fiscal
3 years, such sums may be appropriated as the Congress may
4 authorize by law.”

5 VISTA—NEW TITLE VIII

6 SEC. 8. (a) The Economic Opportunity Act of 1964 is
7 amended by—

8 (1) striking out section 603;

9 (2) adding at the end of such Act a new title
10 VIII to read as follows:

11 “TITLE VIII—VOLUNTEERS IN SERVICE TO
12 AMERICA

13 “STATEMENT OF PURPOSE

14 “SEC. 801. It is the purpose of this title to enable and
15 encourage volunteers to participate in a personal way in the
16 war on poverty, by living and working among deprived
17 people of all ages in urban areas, rural communities, or Indian
18 reservations, in migrant worker camps, and Job Corps camps
19 and centers; to stimulate, develop, and coordinate programs
20 of volunteer training and service; and, through such pro-
21 grams, to encourage individuals from all walks of life to
22 make a commitment to combating poverty in their home
23 communities, both as volunteers and as members of the
24 helping professions.

1 “AUTHORITY TO ESTABLISH VISTA PROGRAM

2 “SEC. 802. (a) The Director is authorized to recruit,
3 select, train, and—

4 “(1) upon request of State or local agencies or
5 private nonprofit organizations, refer volunteers to per-
6 form duties in furtherance of programs combating poverty
7 at a State or local level; and

8 “(2) in cooperation with other Federal, State, or
9 local agencies involved, assign volunteers to work (A)
10 in meeting the health, education, welfare, or related
11 needs of Indians living on reservations, of migratory
12 workers and their families, or of residents of the Dis-
13 trict of Columbia, the Commonwealth of Puerto Rico,
14 Guam, American Samoa, the Virgin Islands, or the
15 Trust Territory of the Pacific Islands; (B) in the care
16 and rehabilitation of the mentally ill or mentally re-
17 tardated under treatment at nonprofit mental health or
18 mental retardation facilities assisted in their construction
19 or operation by Federal funds; and (C) in connection
20 with programs or activities authorized, supported, or of
21 a character eligible for assistance under this Act.

22 “(b) The referral or assignment of volunteers under
23 this section shall be on such terms and conditions (including
24 restrictions on political activities that appropriately recog-

1 nize the special status of volunteers living among the persons
2 or groups served by programs to which they have been
3 assigned) as the Director may determine; but volunteers
4 shall not be so referred or assigned to duties or work in
5 any State, nor shall programs under section 805 be con-
6 ducted in any State, without the consent of the Governor.

7 "VOLUNTEER SUPPORT

8 "SEC. 803. The Director is authorized to provide to
9 all volunteers during training pursuant to section 802 (a)
10 and to volunteers assigned pursuant to section 802 (a) (2)
11 such stipend, not to exceed \$50 per month (or, in the case
12 of volunteer leaders designated in accordance with standards
13 prescribed by the Director, not to exceed \$100 per month),
14 such living, travel, and leave allowances, and such housing,
15 transportation (including travel to and from the place of
16 training), supplies, equipment, subsistence, clothing, and
17 health and dental care as the Director may deem necessary
18 or appropriate for their needs.

19 "APPLICATION OF PROVISIONS OF FEDERAL LAW

20 "SEC. 804. (a) Each volunteer under section 802 shall
21 take and subscribe to an oath or affirmation in the form
22 prescribed by section 104 (d) of this Act, and the provisions
23 of section 1001 of title 18, United States Code, shall be
24 applicable with respect to such oath or affirmation; but.
25 except as provided in subsection (b) of this section, such

1 volunteers shall not be deemed to be Federal employees
2 and shall not be subject to the provisions of laws relating
3 to Federal employment, including those relating to hours
4 of work, rates of compensation, and Federal employee
5 benefits.

6 “(b) All volunteers during training pursuant to section
7 802 (a) and such volunteers as are assigned pursuant to
8 section 802 (a) (2) shall be deemed Federal employees to
9 the same extent as enrollees of the Job Corps under section
10 106 (b), (c), and (d) of this Act, except that for purposes
11 of the computation described in paragraph (2) (B) of sec-
12 tion 106 (c) the monthly pay of a volunteer shall be deemed
13 to be that received under the entrance salary for GS-7
14 under the Classification Act of 1949.

15 “SPECIAL PROGRAMS AND PROJECTS

16 “SEC. 805. The Director is authorized to conduct, or to
17 make grants, contracts or other arrangements with appro-
18 priate public or private nonprofit organizations for the con-
19 duct of, special programs in furtherance of the purposes of
20 this title. Such programs shall be designed to encourage
21 more effective or better coordinated use of volunteer services,
22 including services of low-income persons, or to make oppor-
23 tunities for volunteer experience available, under proper
24 supervision and for appropriate periods, to qualified persons
25 who are unable to make long-term commitments or who are

1 engaged in or preparing to enter work where such experi-
2 ence may be of special value and in the public interest. In-
3 dividuals who serve or receive training in such programs
4 shall not, by virtue of such service or training, be deemed to
5 be Federal employees and shall not be subject to the pro-
6 visions of laws relating to Federal employment, including
7 those relating to hours of work, rates of compensation, and
8 Federal employee benefits; except that such individuals who
9 receive their principal support or compensation with respect
10 to such service or training directly from the Director or his
11 agent for payment shall be deemed Federal employees to the
12 same extent as volunteers assigned pursuant to section 802
13 (a) (2) of this Act. Not to exceed 15 per centum of the
14 sums appropriated or allocated from any appropriations to
15 carry out this title for any fiscal year may be used for pro-
16 grams under this section.

17 "AUTHORIZATION OF APPROPRIATIONS

18 "SEC. 806. (a) The Director shall carry out the pro-
19 gram provided for in this title during so much of the fiscal
20 year ending June 30, 1966, as follows the date of enactment
21 of the Economic Opportunity Amendments of 1966, during
22 the fiscal year ending June 30, 1967, and during the three
23 succeeding fiscal years. For the purpose of carrying out this
24 title (other than section 805) during the fiscal year ending
25 June 30, 1966, the Director may utilize funds appropriated

1 or allocated for the purpose of carrying out title VI of this
 2 Act during such year without regard to the provisions of sec-
 3 tion 616. For the purpose of carrying out this title during
 4 the fiscal year ending June 30, 1967, and the three succeed-
 5 ing fiscal years, such sums may be appropriated as the
 6 Congress may authorize by law.”

7 (b) Paragraph (2) (A) (iv) of section 205 (b) of the
 8 National Defense Education Act of 1958 is amended by
 9 striking out “section 603” and inserting in lieu thereof “title
 10 VIII”.

11 TECHNICAL AMENDMENTS

12 SEC. 9. The Economic Opportunity Act of 1964 is
 13 amended as follows:

14 (1) Title I of such Act is amended by inserting imme-
 15 diately before section 110 a heading for that section to
 16 read “YOUTH CONSERVATION CORPS”;

17 (2) Title II of such Act is amended by redesignating
 18 section 219 of part C as section 219-1; and

19 (3) Section 213 (a) of such Act is amended by striking
 20 out “this section” and inserting in lieu thereof “section 214”.

21 HIGHER EDUCATION ACT OF 1965—MORATORIUM ON

22 STUDENT LOANS TO VISTA VOLUNTEERS

23 SEC. 10. (a) Paragraph 2 (c) of section 427 (a) of the
 24 Higher Education Act of 1965 (Public Law 89-329, 79
 25 Stat. 1239) is amended by (A) striking out “or” before

1 “(iii)” and (B) inserting immediately after the phrase
2 “Peace Corps Act,” the following: “or (iv) not in excess
3 of three years during which the borrower is in service as a
4 volunteer under title VIII of the Economic Opportunity
5 Act of 1964,”.

6 (b) The amendments made by this section shall not
7 apply to any loan outstanding on the effective date of this
8 Act without the consent of the then obligee institution.

A BILL

To provide for continued progress in the
Nation's war on poverty.

By Mr. CLARK

APRIL 1, 1966

Read twice and referred to the Committee on Labor
and Public Welfare

gress, and there are relatively few statutes in which costs against the United States have been expressly provided for.

This measure will amend section 2412 of title 28 to provide that, except as otherwise specifically provided by statute, costs as set out in section 1920 of title 28 may be awarded to the prevailing party in actions brought by or against the United States or any agency or official acting in his official capacity. The amount of costs that may be awarded shall be in accordance with the amounts established by statute or by court rule or order. The bill makes it clear that the fees and expenses of attorneys and expert witnesses may not be taxed against the United States.

The second bill is intended "to amend the Federal Tort Claims Act to authorize increased agency consideration of tort claims against the Government, and for other purposes."

The Tort Claims Act, with certain exceptions, makes the United States liable for the negligence, wrongful act, or omission, of a Government employee while he is acting within the scope of his office or employment, under circumstances in which a private person would be liable under the law of the place where the act or omission occurred.

Presently, a person who has a substantial claim arising under the act must bring an action in a Federal district court, and he can seek administrative settlement of his claim only if the claim is for less than \$2,500. Experience under the Federal Tort Claims Act has demonstrated that of all awards allowed in cases filed under the act, 80 percent are made prior to trial. Since tort claims against the Government tend to arise in a few agencies, these agencies have considerable experience in settling such claims.

This bill would institute a procedure under which all claims would be brought to the appropriate agency for consideration and possible settlement before court action is instituted. A claim would first be considered by the agency whose employee's activity allegedly caused the damage and which possesses the greatest information concerning that activity. As a result, meritorious claims would be settled more quickly, without the need for expensive and time-consuming litigation or even for filing suit.

In order to provide the agencies with sufficient authority to settle a broad range of claims, the bill would give them authority to consider and settle any claim under the Tort Claims Act, irrespective of amount. Settlement and awards in excess of \$25,000 would require the prior approval of the Attorney General. Any settlement of a claim in excess of \$100,000 would be brought to the attention of Congress since claims over this amount would require approval through a supplemental appropriations bill.

Finally, in order to encourage claimants and their attorneys to make use of this new administrative procedure, the attorney's fees allowable under the act would be raised from the present 10 percent of the administrative award and 20 percent of the settlement of judgment

after filing suit to 20 and 25 percent, respectively.

Mr. President, I ask unanimous consent that the text of these bills be printed at this point in the RECORD.

The ACTING PRESIDENT pro tempore. The bills will be received and appropriately referred; and, without objection, the bills will be printed in the RECORD.

The bills, introduced by Mr. ERVIN, were received, read twice by their titles, referred to the Committee on the Judiciary, and ordered to be printed in the RECORD, as follows:

S. 3161

A bill to provide for judgments for costs against the United States

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 2412 of title 28 of the United States Code is amended to read as follows:

Except as otherwise specifically provided by statute, a judgment for costs, as enumerated in section 1920 of this title but not including the fees and expenses of attorneys or expert witnesses, may be awarded to the prevailing party in any action brought by or against the United States or any agency or official of the United States acting in his official capacity, in any court having jurisdiction of such action. A judgment for costs when taxed against the Government shall, in an amount established by statute or court rule or order, be limited to reimbursing in whole or in part the prevailing party for the costs incurred by him in the litigation. Payment of a judgment for costs shall be as provided in section 2414 of this title for the payment of judgments against the United States.

SEC. 2. Section 2620(d) of title 28 of the United States Code is hereby repealed.

SEC. 3. These amendments shall apply only to judgments entered in actions filed subsequent to the date of enactment of this Act. These amendments shall not authorize the reopening or modification of judgments entered prior to the enactment of this Act.

S. 3162

A bill to amend the Federal Tort Claims Act to authorize increased agency consideration of tort claims against the Government, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, (a) That the first paragraph of section 2672 of title 28, United States Code, is amended to read as follows:

"The head of each Federal agency or his designee may consider, ascertain, adjust, determine, compromise, and settle any claim for money damages against the United States for injury or loss of property or personal injury or death caused by the negligent or wrongful act or omission of any employee of the agency while acting within the scope of his office or employment, under circumstances where the United States, if a private person, would be liable to the claimant in accordance with the law of the place where the act or omission occurred: *Provided*, That any award, compromise, or settlement in excess of \$25,000 shall be effected only with the prior written approval of the Attorney General or his designee."

(b) The second paragraph of section 2672 of title 28, United States Code, is amended to read as follows:

"Subject to the provisions of this title relating to civil actions on tort claims against the United States, any such award, compromise, settlement, or determination shall be final and conclusive on all officers of the Government, except when procured by means of fraud."

(c) The third paragraph of section 2672 of title 28, United States Code, is amended to read as follows:

"Payment of any award, compromise, or settlement in an amount in excess of \$2,500 made pursuant to this section or made by the Attorney General pursuant to section 2677 of this title shall be paid in a manner similar to judgments and compromises in like causes and appropriations or funds available for the payment of such judgments and compromises are hereby made available for the payment of awards, compromises, or settlements under this chapter."

SEC. 2. (a) Subsection (a) of section 2675 of title 28, United States Code, is amended to read as follows:

"(a) An action shall not be instituted upon a claim against the United States for money damages for injury or loss of property or personal injury or death caused by the negligent or wrongful act or omission of any employee of the Government while acting within the scope of his office or employment, unless the claimant shall have first presented the claim to the appropriate Federal agency and his claim shall have been finally denied by the agency in writing and sent by certified or registered mail. The failure of an agency to make final disposition of a claim within six months after it is filed shall, at the option of the claimant any time thereafter, be deemed a final denial of the claim for purposes of this section."

(b) Subsection (b) of section 2675 of title 28, United States Code, is amended by deleting the first sentence thereof.

SEC. 3. Section 2677 of title 28, United States Code, is amended to read as follows:

"The Attorney General or his designee may arbitrate, compromise or settle any claim cognizable under Section 1346(b) of this title, after the commencement of an action thereon."

SEC. 4. The first paragraph of section 2678 of title 28, United States Code, is amended to read as follows:

"The court rendering a judgment for the plaintiff pursuant to section 1346(b) of this title, or the head of the Federal agency acting pursuant to section 2672, or the Attorney General acting pursuant to section 2677 of this title, making an award, compromise, or settlement, may, as a part of such judgment, award, compromise, or settlement, determine and allow reasonable attorney fees, which, if the recovery is \$500 or more, may be up to but shall not exceed either 20 per centum of the amount recovered under section 2672 of this title or the amount contracted between the parties nor may not exceed 25 per centum of the amount recovered under section 1346(b) of this title, to be paid out of but not in addition to the amount of judgment, award, compromise, or settlement recovered, to the attorneys representing the claimant."

SEC. 5. Subsection (b) of section 2679 of title 28, United States Code, is amended to read as follows:

"(b) The remedy against the United States provided by sections 1346(b) and 2672 of this title for injury or loss of property or personal injury or death, resulting from the operation by any employee of the Government of any motor vehicle while acting within the scope of his office or employment, shall hereafter be exclusive of any other civil action or proceeding by reason of the same subject matter against the employee or his estate whose act or omission gave rise to the claim."

SEC. 6. Section 1302 of the Act of July 27, 1956, as amended (70 Stat. 694; 75 Stat. 416; 31 U.S.C. 724a), is further amended (1) by inserting a comma and the word "awards," after the word "judgments" and before the word "and"; (2) by deleting the word "or" after the number "2414" and inserting in lieu thereof a comma; and (3) by inserting

after the number "2517" the phrase ", 2672, or 2677".

Sec. 7. Subsection (b) of section 2401 of title 28, United States Code, is amended to read as follows:

"(b) a tort claim against the United States shall be forever barred unless it is presented in writing to the appropriate Federal agency within two years after such claim accrues or unless action is begun within six months after the date of mailing, by certified or registered mail, of notice of final denial of the claim by the agency to which it was presented."

Sec. 8. The first sentence of section 2671 of title 28, United States Code, is amended to read as follows:

"As used in this chapter and sections 1346 (b) and 2401(b) of this title, the term 'Federal Agency' includes the executive departments, the military departments, independent establishments of the United States, and corporations primarily acting as instrumentalities or agencies of the United States but does not include any contractor with the United States."

Sec. 9. (a) The section heading of section 2672 of title 28, United States Code, is amended to read as follows:

"s 2672. Administrative adjustment of claims."

(b) The analysis of chapter 171 of title 28, United States Code, immediately preceding section 2671 of such title, is amended by deleting the item "2672. Administrative adjustment of claims of \$2,500 or less," and inserting in lieu thereof: "2672. Administrative adjustment of claims."

Sec. 10. This Act shall apply to claims accruing six months or more after the date of its enactment.

ECONOMIC OPPORTUNITY AMENDMENTS OF 1966

Mr. CLARK. Mr. President, I send to the desk, for appropriate reference, the administration's Economic Opportunity Amendments of 1966.

I ask unanimous consent that the bill, together with a memorandum entitled "Explanation of Economic Opportunity Amendments of 1966" be printed in the RECORD.

The ACTING PRESIDENT pro tempore. The bill will be received and appropriately referred; and, without objection, the bill and memorandum will be printed in the RECORD.

The bill (S. 3164) to provide for continued progress in the Nation's war on poverty, introduced by Mr. CLARK, was received, read twice by its title, referred to the Committee on Labor and Public Welfare, and ordered to be printed in the RECORD, as follows:

S. 3164

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the Economic Opportunity Amendments of 1966.

AUTHORIZATIONS AND FINANCING

SEC. 2. (a) (1) For the purpose of carrying out programs under the Economic Opportunity Act of 1964 (other than part C of title I of such Act), there is hereby authorized to be appropriated for the fiscal year ending June 30, 1967, the sum of \$1,750,000,000, of which, subject to the provisions of section 616 of such Act, the amounts appropriated or made available by appropriation act shall not exceed \$533,000,000 for the purpose of carrying out the provisions of title I of such Act, \$944,000,000 for the purpose of carrying out title II, \$65,000,000 for the purpose of carry-

ing out title III, \$5,000,000 for the purpose of carrying out the provisions referred to in the second sentence of section 407, as added by these amendments, \$160,000,000 for the purpose of carrying out title V, \$17,000,000 for the purpose of carrying out title VI, and \$26,000,000 for the purpose of carrying out title VIII as added by these amendments.

(2) Section 616 of the Economic Opportunity Act of 1964 is amended by inserting immediately before the first comma the following: ", or under any Act authorizing appropriations for any such title (other than part C of title I)".

(b) (1) Sections 131, 221, 321, 503, and 615 of the Economic Opportunity Act of 1964 are each amended by (A) striking out "three" in the first sentence and inserting in lieu thereof "five", and (B) striking out "succeeding fiscal year" in the second sentence and inserting in lieu thereof "three succeeding fiscal years".

(2) Section 407 of such Act is amended by striking out "two" and inserting in lieu thereof "five".

(c) (1) Sections 115 and 208(a) of the Economic Opportunity Act of 1964 are each amended by striking out "three" in the first sentence and inserting in lieu thereof "four".

(2) The first sentence of section 216(b) of such Act is amended by (A) striking out "two" in the first sentence and inserting in lieu thereof "three", and (B) striking out "shall be" in such sentence and inserting in lieu thereof "shall not exceed".

PROGRAM AMENDMENTS

Criteria for community action programs

SEC. 3. Section 202(b) of the Economic Opportunity Act of 1964 is amended by adding at the end thereof a new sentence to read as follows: "Such criteria shall include requirements to assure (1) that each agency responsible for a community action program is qualified to administer such program and the funds granted to it efficiently, effectively, and in a manner fully consistent with the provisions and purposes of this part, having due regard for the size and complexity of such program and the number of persons and size of the area served; (2) that each such agency is subject to evaluation of program progress and regular or periodic audits and that the results or findings of such evaluations and audits are considered by the agency as well as by the Director in connection with proposals or applications for the renewal, expansion, or modification of any such program; (3) that each such agency maintains records and internal controls needed to achieve and document compliance with all legal requirements and that all records bearing exclusively on grants made under this part are available to the General Accounting Office; (4) that each such program is carried on in accordance with standards and policies, including rules governing the conduct of officers and employees, to preclude the use of program funds, the provision of services, or the employment or assignment of personnel in a manner supporting, or resulting in an identification of such program with, any partisan political activity designed to further the election or defeat of any candidate for public office; and (5) that the personnel of each such agency are selected, employed, promoted, and compensated in accordance with standards prescribed by the Director, or personnel plans approved by him, as promoting efficiency and the effective use of funds."

Community action—Personnel assistance

Sec. 4. Section 206 of the Economic Opportunity Act of 1964 is amended by adding at the end thereof a new sentence to read as follows: "The Director is also authorized, upon request of a grantee under this section, or sections 204, 205, or 209(b), to make special assignments of personnel to the grantee to assist and advise in the performance of

functions related to the purposes of this part, except that in no event shall more than 100 persons be employed for, or at any one time regularly engaged in, such assignments, nor shall any such special assignment be for a period of more than two years in the case of any grantee."

Adult basic education—State plan criteria and project grants

Sec. 5. (a) Section 212 of the Economic Opportunity Act of 1964 is amended by inserting", or lack of similar basic skills," immediately before the word "constitutes".

(b) Section 214(a) of the Economic Opportunity Act of 1964 is amended to read as follows:

"Sec. 214. (a) The Director shall approve a State plan which sets forth a program for use, in accordance with section 213(b), of grants under this part, and which (consistent with such basic criteria as the Director may prescribe)—

"(1) contains a system of specific priorities adequate to assure the most effective use of funds, having regard to the number of persons described in section 212 in different areas of the State, the extent of their educational deficiencies, and the degree to which local programs or projects under this part will assist such persons to increase their incomes or otherwise significantly alter their prospects for employment or economic advancement in accordance with the purposes of this part;

"(2) contains specific provisions for cooperative arrangements with appropriate public or nonprofit agencies within the State concerned with problems of poverty, employment, and health related to the purposes of this section, and sets forth specific procedures for implementing such arrangements in connection with local projects and programs, as necessary or appropriate to assure that related services or assistance needed by participants will be provided and that such projects and programs will be carried on in a coordinated manner consistent with the provisions and purposes of this Act;

"(3) provides such criteria as may be necessary to assure that all projects and programs are carried on in a way responsive to the needs and abilities of adults who are educationally and economically disadvantaged and that use is made of services, facilities, staff, systems, and methods that will best contribute to this objective;

"(4) provides that projects and programs initiated or supported under the plan will be subject to adequate procedures for evaluation of their effectiveness and for the dissemination of the results of such evaluations whenever appropriate to interested agencies and persons throughout the State; and

"(5) provides for administration by the State educational agency in accordance with procedures and policies to (A) assure proper disbursement of and accounting for all funds granted under section 213, (B) enable the State agency to make such prompt reports to the Director containing such information as may be required to permit him to determine the current status of operations or actions taken under the State plan, or as may otherwise be necessary to enable him to perform his duties under this part or any applicable provision of this Act, and (C) assure that such supporting books, records, and other documentation will be maintained, and made available to the Director, as he finds reasonably necessary to verify reports or otherwise discharge his responsibilities."

(c) Section 215 of the Economic Opportunity Act of 1964 is amended by—

(1) amending subsection (b) to read as follows:

"(b) The portion of any State's allotment under subsection (a) which the Director determines will not be required, for the period such allotment is available, for carry-

ing out the State plan (if any) approved under this part shall be available (1) for use within such State for the purpose of grants under section 218(b); (2) for reallocation in accordance with subsection (c); and (3) for reallocation, or transfer subject to section 616, for use in connection with other programs under this Act when the Director determines that the funds cannot be effectively or efficiently reallocated or otherwise employed for purposes of this part.”; and

(2) amending subsection (c) to read as follows:

“(c) Reallocation as authorized by subsection (b) may be made from time to time in such States during any fiscal year as the Director may fix. Reallocations of funds from one State shall be made to other States in proportion to the original allotments to such States under subsection (a) for such year, but with such proportionate amount for any of such other States being reduced to the extent it exceeds the sum of (1) the amount which the Director estimates such State needs and will be able to use for such period for carrying out its State plan approved under this part, and (2) any amount which the Director determines may be allowed for the purpose of grants under section 218(b) in such State; and the total of such reductions shall be similarly reallocated among the States whose proportionate amounts are not reduced. Any amount reallocated to a State under this subsection during a year which is not made available for purposes of grants under section 218(b) shall be deemed part of its allotment under subsection (a) for such year.”

(d) Section 218 of the Economic Opportunity Act of 1964 is amended to read as follows:

“SPECIAL PROJECTS AND TEACHER TRAINING

“SEC. 218. (a) Not to exceed 25 per centum of the funds appropriated or allocated to carry out this part for any fiscal year may be reserved for use in making special project grants and in providing teacher training as authorized in this section.

“(b) The Director is authorized to make grants to local educational agencies or other public or private nonprofit agencies for the purpose of special projects which will be carried out in furtherance of the purpose of section 212 and which—

“(1) involve the use of innovative methods, systems, materials or programs which the Director determines may have national significance or be of special value in promoting effective programs under this part, or

“(2) involve activities in adult basic education, which the Director determines are so coupled with other Federal, federally assisted, State or local programs, as to have unusual promise in promoting a comprehensive or coordinated approach to the problems of low-income persons with basic educational deficiencies as described in section 212.

“The Director shall establish procedures for the making of grants under this section which shall (1) require a local or non-Federal contribution of at least 10 per centum of the project costs wherever feasible and not inconsistent with the purposes of this section, and (2) assure that in advance of any grant an opportunity for review and comment will be afforded (A) to the State educational agency of the State in which the project will be carried on and (B) to appropriate local educational agencies (either directly or through the State educational agency) in the case of any grants not proposed to be made to such agencies.

“(c) The Director is authorized to provide (directly or by contract), or to make grants to colleges and universities, State or local educational agencies, or other appropriate public or private nonprofit agencies

or organizations to provide, training to persons engaged or are preparing to engage as instructors for individuals described in section 212, with such stipends and allowances, if any (including traveling and subsistence expenses), for persons undergoing such training and their dependents as the Director may by or pursuant to regulation determine.”

RURAL AREAS—LOAN AUTHORITY

SEC. 6. Section 302(a) of the Economic Opportunity Act of 1964 is amended by striking out “exceeding \$2,500 in the aggregate” and inserting in lieu thereof “resulting in an aggregate indebtedness of more than \$3,500 at any one time”:

GRANT SUPPORT—SMALL BUSINESS

Loan program

SEC. 7. (a) Section 402 of the Economic Opportunity Act of 1964 is hereby redesignated section 402(a) and there is added at the end thereof a new subsection (b) as follows:

“(b) The Director is further authorized to make grants to, or contract with, public or nonprofit agencies, or combinations thereof, to pay all or part of the costs necessary to enable such agencies to provide screening, counseling, management guidance, or similar assistance with respect to persons or small business concerns which receive or may be eligible for assistance under subsection (a). Financial assistance under this subsection shall be subject to the provisions of section 208 of this Act.”

(b) Section 407 of the Economic Opportunity Act of 1964 is amended by (A) striking out the heading “DURATION OF PROGRAM” and inserting in lieu thereof “AUTHORIZATION OF APPROPRIATIONS” and (B) adding at the end thereof a new sentence as follows: “For the purpose of carrying out the provisions of section 402(b), for the fiscal year ending June 30, 1967, and the three succeeding fiscal years, such sums may be appropriated as the Congress may authorize by law.”

VISTA—NEW TITLE VIII

SEC. 8. (a) The Economic Opportunity Act of 1964 is amended by—

(1) striking out section 603;

(2) adding at the end of such Act a new title VIII to read as follows:

“TITLE VIII—VOLUNTEERS IN SERVICE TO AMERICA

“Statement of purpose

“SEC. 801. It is the purpose of this title to enable and encourage volunteers to participate in a personal way in the war on poverty, by living and working among deprived people of all ages in urban areas, rural communities, on Indian reservations, in migrant worker camps, and Job Corps camps and centers; to stimulate, develop and coordinate programs of volunteer training and service; and, through such programs, to encourage individuals from all walks of life to make a commitment to combating poverty in their home communities, both as volunteers and as members of the helping professions.

“Authority to establish Vista program

“SEC. 802. (a) The Director is authorized to recruit, select, train, and—

“(1) upon request of State or local agencies or private nonprofit organizations, refer volunteers to perform duties in furtherance of programs combating poverty at a State or local level; and

“(2) in cooperation with other Federal, State, or local agencies involved, assign volunteers to work (A) in meeting the health, education, welfare, or related needs of Indians living on reservations, of migratory workers and their families, or of residents of the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, or the Trust Ter-

ritory of the Pacific Islands; (B) in the care and rehabilitation of the mentally ill or mentally retarded under treatment at non-profit mental health or mental retardation facilities assisted in their construction or operation by Federal funds; and (C) in connection with programs or activities authorized, supported, or of a character eligible for assistance under this Act.

“(b) The referral or assignment of volunteers under this section shall be on such terms and conditions (including restrictions on political activities that appropriately recognize the special status of volunteers living among the persons or groups served by programs to which they have been assigned) as the Director may determine; but volunteers shall not be so referred or assigned to duties or work in any State, nor shall programs under section 805 be conducted in any State, without the consent of the Governor.

“Volunteer support

“SEC. 803. The Director is authorized to provide to all volunteers during training pursuant to section 802(a) and to volunteers assigned pursuant to section 802(a) (2) such stipend, not to exceed \$50 per month (or, in the case of volunteer leaders designated in accordance with standards prescribed by the Director, not to exceed \$100 per month), such living, travel, and leave allowances, and such housing, transportation (including travel to and from the place of training), supplies, equipment, subsistence, clothing, and health and dental care as the Director may deem necessary or appropriate for their needs.

“Application of provisions of Federal law

“SEC. 804. (a) Each volunteer under section 802 shall take and subscribe to an oath or affirmation in the form prescribed by section 104(d) of this Act, and the provisions of section 1001 of title 18, United States Code, shall be applicable with respect to such oath or affirmation; but, except as provided in subsection (b) of this section, such volunteers shall not be deemed to be Federal employees and shall not be subject to the provisions of laws relating to Federal employment, including those relating to hours of work, rates of compensation, and Federal employee benefits.

“(b) All volunteers during training pursuant to section 802(a) and such volunteers as are assigned pursuant to section 802(a) (2) shall be deemed Federal employees to the same extent as enrollees of the Job Corps under section 106 (b), (c), and (d) of this Act, except that for purposes of the computation described in paragraph (2)(B) of section 106(c) the monthly pay of a volunteer shall be deemed to be that received under the entrance salary for GS-7 under the Classification Act of 1949.

“Special programs and projects

“SEC. 805. The Director is authorized to conduct, or to make grants, contracts or other arrangements with appropriate public or private nonprofit organizations for the conduct of, special programs in furtherance of the purposes of this title. Such programs shall be designed to encourage more effective or better coordinated use of volunteer services, including services of low-income persons, or to make opportunities for volunteer experience available, under proper supervision and for appropriate periods, to qualified persons who are unable to make long-term commitments or who are engaged in or preparing to enter work where such experience may be of special value and in the public interest. Individuals who serve or receive training in such programs shall not, by virtue of such service or training, be deemed to be Federal employees and shall not be subject to the provisions of laws relating to Federal employment, including those relating to

hours of work, rates of compensation, and Federal employee benefits; except that such individuals who receive their principal support or compensation with respect to such service or training directly from the Director or his agent for payment shall be deemed Federal employees to the same extent as volunteers assigned pursuant to section 802(a)(2) of this Act. Not to exceed 15 per centum of the sums appropriated or allocated from any appropriation to carry out this title for any fiscal year may be used for programs under this section.

"Authorization of appropriations"

"SEC. 806. (a) The Director shall carry out the program provided for in this title during so much of the fiscal year ending June 30, 1966, as follows the date of enactment of the Economic Opportunity Amendments of 1966, during the fiscal year ending June 30, 1967, and during the three succeeding fiscal years. For the purpose of carrying out this title (other than section 805) during the fiscal year ending June 30, 1966, the Director may utilize funds appropriated or allocated for the purpose of carrying out title VI of this Act during such year without regard to the provisions of section 616. For the purpose of carrying out this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years, such sums may be appropriated as the Congress may authorize by law."

(b) Paragraph (2)(A)(iv) of section 205 (b) of the National Defense Education Act of 1958 is amended by striking out "section 603" and inserting in lieu thereof "title VIII".

TECHNICAL AMENDMENTS

SEC. 9. The Economic Opportunity Act of 1964 is amended as follows—

(1) Title I of such Act is amended by inserting immediately before section 110 a heading for that section to read "YOUTH CONSERVATION CORPS";

(2) Title II of such Act is amended by redesignating section 219 of part C as section 219-1; and

(3) Section 213(a) of such Act is amended by striking out "this section" and inserting in lieu thereof "section 214".

HIGHER EDUCATION ACT OF 1965—MORATORIUM ON STUDENT LOANS TO VISTA VOLUNTEERS

SEC. 10. (a) Paragraph 2(c) of section 427(a) of the Higher Education Act of 1965 (Public Law 89-329, 79 Stat. 1239) is amended by (A) striking out "or" before "(iii)" and (B) inserting immediately after the phrase "Peace Corps Act," the following: "or (iv) not in excess of three years during which the borrower is in service as a volunteer under title VIII of the Economic Opportunity Act of 1964."

(b) The amendments made by this section shall not apply to any loan outstanding on the effective date of this Act without the consent of the then obligee institution.

The memorandum presented by Mr. CLARK is as follows:

EXPLANATION OF ECONOMIC OPPORTUNITY AMENDMENTS OF 1966

Section 1. Short title: This section provides that the act may be cited as the "Economic Opportunity Amendments of 1966."

Section 2. Authorizations and financing: (a) This subsection authorizes a fiscal year 1967 appropriation of \$1,750 million for programs under the Economic Opportunity Act. This appropriation would be used for all programs under the act except the college work-study program which is administered by the Office of Education as part of the program of student assistance provided under the Higher Education Act of 1965. Also, in the case of the title IV small business loan program, the authorization would cover only funds needed for screening, counseling, and similar services provided by small busi-

ness development centers. Funds for making loans and for Small Business Administration administrative costs are not included, since these would be provided through the SBA revolving fund, as authorized by section 404 of the Economic Opportunity Act.

The total sum authorized would be subject to specific title limitations, as contemplated by the Economic Opportunity Act. The authorization would be included in one brief subsection of the bill, rather than in a variety of amendments to the individual titles of the Economic Opportunity Act. This format is designed so that the authorizing legislation will present a clearer and more concise picture of the total amount authorized and the manner it is contemplated that the funds will be employed.

Specifically, the authorization provided by the bill would permit the following appropriation and program levels during the fiscal year 1967:

Five hundred and thirty-three million dollars for title I programs to permit an anticipated capacity for 45,000 youths in the Job Corps and jobs for 354,000 youths in the Neighborhood Youth Corps.

Nine hundred and forty-four million dollars for title II programs, to sustain community action programs in more than 900 communities, Headstart programs for 700,000 children, and adult basic education programs for 75,000 participants.

Sixty-five million dollars for title III programs. This sum will be used to support a greatly expanded program of assistance to migrant workers and their families, and provide loans to 15,000 low-income rural families and 400 local cooperative associations.

Five million dollars for title IV small business loan program. This will be used to provide screening, counseling, management guidance or similar assistance through 120 small business development centers in 70 areas.

One hundred and sixty million dollars for title V work experience programs serving 105,000 participants.

Twenty-six million dollars for VISTA (under a new title VIII which the bill would add to the Economic Opportunity Act) to support a program with 4,500 volunteers.

Seventeen million dollars for general direction and administration of the War on Poverty pursuant to title VI.

(b) This subsection extends the duration or term of the various programs under the Economic Opportunity Act until June 30, 1970. This means that each program would have a 5-year term, beginning with its first full year of operation. The change would facilitate long-range program planning. It would not, however, affect congressional control over annual program levels, since specific authorizations, as well as appropriations, would still be necessary for each fiscal year.

(c) This subsection extends for 1 year authority to provide Federal assistance to work-training, community action and adult basic education programs at a basic level of 90 percent of program costs. The act now provides for a reduction of assistance to 50 percent of program costs. This reduction would begin to affect some programs in the fiscal year 1967, since assistance granted during that year may extend to activities carried on during the following fiscal year when the reduction will become effective. It is now clear that a 50-percent level of support would be too low and would drastically impair the capacity of States, communities, and local agencies to carry on projects already initiated. A further analysis of each program is being made to determine the administrative actions and specific statutory amendments needed to assure that the required commitment of non-Federal resources will be as meaningful as possible consistent with the varying fiscal capacities and needs of different States and communities.

Section 3. Criteria for community action programs: This section would provide the Director with more specific authority to prescribe and enforce requirements for local community action programs on matters relating to fiscal procedures, evaluation and audit, preclusion of partisan political activities, and personnel standards that are basic to the success of those programs.

Section 4. Community action personnel assistance: This section expands authority to provide technical assistance by permitting special assignments of Federal personnel to local community action or State technical assistance agencies. Some communities, particularly in low-income rural areas, have a need for guidance and technical expertise that cannot be met through normal avenues of advice or brief visits of Federal or State technical assistance personnel. The amendment would permit highly qualified persons to work with some of these communities having especially difficult problems over more extended periods, while retaining their regular employment status. No more than 100 persons could be hired for this purpose or could be on special assignment at any one time, and no such assignment could be for more than 2 years.

Section 5. Adult basic education—State plan criteria and project grants: (a) This subsection amends section 212 of the Economic Opportunity Act to clarify the educational deficiencies at which adult basic education programs may be directed. At present, section 212 refers specifically only to inability to read or write the English language. The amendment would make it clear that programs may also include adult education in similar basic skills, such as simple arithmetic and speech.

(b) This subsection clarifies and strengthens the criteria for approval of State plans.

The statute now contains little in the way of qualitative or substantive criteria for these plans. If the program is to be maintained in its present basic structure, a better statutory focus is needed, with emphasis on effectiveness in serving low-income persons and coordination with related programs. These objectives are related in that programs will typically be best when the participants can see that basic education is tied to other activities or assistance, such as employment counseling or job training, which give promise of an immediate, tangible impact on their lives. The new criteria would require specific priorities governing the distribution of funds and effective procedures for assuring coordination, at State and local levels, with agencies concerned with problems of poverty, employment, and health. They would also require attention to the special problems of teaching the educationally and economically disadvantaged, and regular or periodic evaluation.

(c) This subsection makes certain amendments in the provisions relating to the reallotment of funds in order to provide somewhat increased flexibility in the use of funds not required for carrying out State plans. It would permit use of these funds in certain cases for special project grants or their reallocation or transfer for use in connection with other programs under the Economic Opportunity Act subject to applicable appropriation and authorization limitations.

(d) This subsection authorizes a limited use of adult basic education funds for special project grants. These could be made directly to local educational agencies or other public or nonprofit agencies. They are designed to encourage particularly innovative programs such as may have national significance. They are also designed to encourage and facilitate projects involving cooperative arrangements, as with agencies conducting community action, employment or training programs, which hold unusual promise in

promoting a comprehensive or coordinated approach to the problems of low-income people with basic educational deficiencies. State educational agencies would be afforded an opportunity to review and comment upon all such grants before they are made, as would the appropriate local educational agencies in cases where grants are not proposed to be made to such agencies.

Twenty-five percent of the funds appropriated or allocated for the adult basic education program could be reserved for special project grants and for the training of adult basic education teachers or instructors. Additional funds for project grants may also be made available in some cases by virtue of the amendments in subsection (c) to provisions governing reallocations.

Section 6. Rural loans: Under this section, the individual loan limit on rural loans would be raised from \$2,500 to \$3,500 and small farmers and other qualified low-income rural residents would be permitted to obtain credit under the program so long as their outstanding indebtedness does not exceed this amount.

Applications for individual rural loans must now be rejected if it is obvious \$2,500 will not be adequate either to finance initial operations or permit an enterprise to be established on a profitable basis. The present loan limit of \$2,500 also prevents the extending of additional financing which could strengthen small enterprises in the critical first year or two of development. The amendment would be particularly helpful in enabling the individual loan program to serve more effectively the rural nonfarm poor, who make up the majority of the rural poverty population.

Section 7: Grant support, small business loan program: This section provides direct funding under title IV for public or non-profit agencies, principally small business development centers, to enable such agencies to provide screening, counseling, management guidance or similar assistance in connection with small business loans. Funds for this purpose have been provided in the past through grants under the community action program. While the amendment will permit separate financing under title IV, coordination with community action agencies will be maintained.

Section 8. VISTA—New title VIII: This section creates a new title VIII for VISTA. At present, while VISTA is a distinct and separate program in the war on poverty, authority for it is contained in a section of the title for administration, and coordination. This amendment recognizes the status of VISTA as a separate program, and clarifies the significant role with which VISTA is charged. A new section 801 declares VISTA's purpose is to enable individuals to participate personally in the war on poverty and to stimulate, develop and coordinate programs of volunteer training and service through which persons will be encouraged to combat poverty in their home communities.

Two changes are made in the substance of the VISTA authority. The new section 803 authorizes the Director to pay a stipend not to exceed \$100 a month to volunteer leaders designated in accordance with standards prescribed by the Director. At present, the maximum stipend for all volunteers is \$50 a month. This increase in stipend for volunteer leaders is similar to that provided for persons in similar positions in the Peace Corps. It is designed to recognize the experience, outstanding ability, and responsibility of volunteers on whom extra burdens of leadership are placed. Normally only those persons who have completed at least 1 year's service will be eligible. These leaders are not expected to be greater in number than 1 in 25 volunteers.

The second change is contained in the new section 805, which provides for special volunteer programs in furtherance of the purposes of the title. This section would authorize or facilitate new programs of volunteer service that build upon the experience of the present VISTA program. These could include special programs for low-income persons, programs for qualified persons who cannot commit themselves to the 1-year term of service usually required for VISTA volunteers, and programs for qualified persons for whom the experience, supervision, and training available in special VISTA programs will serve as valuable preparation for further work in the field of volunteer service. Not more than 15 percent of sums appropriated or allocated to carry out the purposes of title VIII would be available to carry out special programs under this section.

Section 9. Technical amendments: This section contains several technical amendments which do not affect the substance of the existing authority.

Section 10. Higher Education Act of 1965—Moratorium on student loans to VISTA volunteers: This section extends to VISTA volunteers while they are in service the moratorium on repayment of loans under the Higher Education Act of 1965 (Public Law 89-329, 79 Stat. 1239) which that act provides for full-time students, members of the Armed Forces of the United States and Peace Corps volunteers. A comparable moratorium on repayment of loans under the National Defense Education Act was extended to VISTA volunteers by the 1965 amendments to the Economic Opportunity Act.

COMPENSATION TO SURVIVORS OF LOCAL LAW ENFORCEMENT OFFICERS KILLED WHILE APPREHENDING PERSONS COMMITTING FEDERAL CRIMES

Mr. CLARK. Mr. President, the job of the local police officer is often a thankless and unrewarding one, so much so that it is difficult to convince good men to seek a career in local law enforcement. Recent television documentaries have depicted policemen as fighting a losing battle, not only against the increased incidence of crime, but often also against local public opinion.

I send to the desk, for appropriate reference, with the cosponsorship of my colleague from Pennsylvania [Mr. SCOTT], a bill dealing with this problem, to provide compensation to survivors of local law enforcement officers killed while apprehending persons committing Federal crimes.

The ACTING PRESIDENT pro tempore. The bill will be received and appropriately referred.

The bill (S. 3165) to provide compensation to survivors of local law enforcement officers killed while apprehending persons for committing Federal crimes introduced by Mr. CLARK (for himself and Mr. SCOTT), was received, read twice by its title, and referred to the Committee on the Judiciary.

REMEDIAL LEGISLATION NEEDED TO END CRUEL TRAFFIC IN PETS— DOGS AND CATS—BY CRUEL AND UNSCRUPULOUS PERSONS

Mr. YOUNG of Ohio. Mr. President, I introduce, for appropriate reference, a bill which would prohibit the sale of

stolen dogs or cats or other pets transported in interstate commerce. This proposal, amending 18 U.S.C. 2317, would make it a felony to knowingly sell, receive, or buy stolen dogs or cats so transported. It would subject offenders if proved guilty to a heavy penalty of a fine of up to \$5,000, imprisonment for a maximum of 5 years, or both.

The proposed legislation is necessary to prevent unscrupulous operators who are greedily taking advantage of the rapidly growing demand for animals required for laboratory research and for medical experimentation.

It has been estimated that institutions in which medical research is performed—colleges, universities, hospitals, and other public and private organizations—now require almost 2 million dogs alone each year. Because of this tremendous demand the price of dogs and other animals used in research has increased rapidly. In 1965 alone, hospitals and research facilities receiving Federal money spent between \$30 and \$50 million to purchase dogs and cats. This, in addition to those facilities not receiving Federal assistance.

Supplying dogs and cats to research institutions has become a big business. It has become profitable for brutal, callous, inhumane operators to steal or lure pets away from their homes. It has been reliably estimated that over 65 percent of all pets reported as missing have been taken by "dognappers," so-called, who sell them to dealers. Who know how many family pets, loved by children and adding to the happiness of families, have been taken when they strayed from their yards. Many a lost dog or cat which some child loved and which some family cherished is now probably starving to death in some animal concentration camp.

Mr. President, I am sad to say that deplorable as the stealing of pets may be, that is not the worst of it. In cutting maintenance costs to increase profits, many dealers treat these animals with indescribable brutality prior to their sale and delivery to research centers. They are literally piled on top of each other in small enclosures. The condition of their confinement leads to wholesale starvation, death, maiming, and disease. Details of atrocities perpetrated by unscrupulous dealers are too disgusting to describe.

Recently, Life magazine, in its February 4 edition, exposed in a shocking article entitled "Concentration Camps for Dogs" the horrible conditions to which dogs, cats, and other animals are condemned prior to their sale for research in experimental laboratories.

Yesterday, Mr. President, the Scripps-Howard newspapers of this Nation published an article, as follows:

WRITER TELLS OF HORRORS AT STOLEN DOG AUCTION

WASHINGTON.—Grim-faced U.S. Senators listened in revulsion to a vivid description of the horrors suffered by animals at a Mississippi dog auction.

The Senators, members of the Commerce Committee, are considering legislation to halt the interstate traffic of stolen dogs and cats and to bring about humane treatment of animals sold for medical research.

Here's part of what Miss Kay Pittman, a reporter for the Memphis Press Scimitar, a Scripps-Howard newspaper, told them she saw at a dog sale March 7 in Ripley, Miss. "One car trunk, completely unventilated, held about 20 dogs. Some were big dogs, like Collies, and they were crammed and bent double.

"Out of such a trunk I saw a magnificent-looking Collie with a shiny coat and thoroughbred lines come out. A child walked by and patted the dog on the head. The Collie leaped to run after the child.

"That's when a rope attached to a long steel prodding bar was tightened to the strangulation point around the Collie's neck, jerking the dog upward. His tongue hung out, and the dog made gagging noises.

"Then the steel bar came down hard on the dog's nose and blood spurted from the wound. The dog was sold for \$5 to a dealer.

"Cats and puppies were brought to the dealers in big burlap sacks that were tied at the top. They were dumped on the ground."

Miss Pittman told how she saw State tags taken off dogs; how nearly all the dogs had some sign of blood on them; how they were stuffed into trucks and cars to travel hundreds of miles without food or water.

R. T. Phillips, director of the Denver-based American Humane Society, said dognapers move so quickly in spiriting their animals across county and then State lines, that it is almost impossible to move quickly enough to establish larceny before the dogs have been taken into another jurisdiction.

In western Pennsylvania recently, he said, authorities found an abandoned truck containing 75 dogs and cats, most probably stolen. Twenty were dead and the survivors were eating the carcasses.

The PRESIDING OFFICER (Mr. BYRD of Virginia in the chair). The time of the Senator from Ohio has expired.

Mr. YOUNG of Ohio. Mr. President, I ask unanimous consent to proceed for 3 additional minutes.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. YOUNG of Ohio. Mr. President, I am cosponsor of a bill introduced by the senior Senator from Pennsylvania [Mr. CLARK] which provides for the humane treatment of animals and the humane design of experiments. It is not an antivivisection measure. It legislates only against unnecessary cruelty in experiments for research purposes.

However, additional legislation is needed to discourage and prevent the theft of family pets—cats and dogs—for this horrible trade. Legislation is already on the books making it a crime to buy, sell, or dispose of stolen cattle in interstate commerce. My bill would expand this provision to include cats and dogs. Surely families with pets are entitled to the same protection as cattle dealers.

Mr. President, my record in support of medical research and education speaks for itself. I would not introduce or support any measure to outlaw or curtail research which is responsibly and humanely conducted.

However, needless suffering and wanton theft does nothing to advance science or human welfare, and a nation as idealistic in tradition and as great in resources as ours must not condone this cruelty and must not condone the theft of pets which is encouraged by the greatly increasing market for experimental animals.

Mr. President, the enactment of legislation to prevent the use of stolen animals for research purposes and to provide for the humane treatment for those animals legitimately used for such purposes is absolutely necessary. Such humane legislation will in no way deter the advance of medical science. To the contrary, it will eliminate needless brutality and condonation of theft in one of mankind's highest callings.

I ask unanimous consent that the text of the bill be embodied in the RECORD at this point as a part of my remarks.

The PRESIDING OFFICER. The bill will be received and appropriately referred; and, without objection, the bill will be printed in the RECORD.

The bill (S. 3167) to amend title 18, United States Code, in order to prohibit the sale or receipt of any stolen dog or cat which has been transported in interstate commerce, and for other purposes: introduced by Mr. YOUNG of Ohio, was received, read twice by its title, referred to the Committee on Commerce, and ordered to be printed in the RECORD, as follows:

S. 3167

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 2317 of title 18, United States Code, is amended by inserting "or any dog or cat" immediately after "cattle".

SEC. 2. Section 2311 of such title is amended by—

(1) inserting immediately after the definition of aircraft a new paragraph as follows: "Cat" means any live domestic cat (*Felis catus*); and

(2) inserting immediately after the definition of cattle a new paragraph as follows: "Dog" means any live dog of the species *Canis familiaris*;

SEC. 3. The table of sections at the beginning of chapter 113 of such title is amended by striking out "2317. Sale or receipt of cattle." and inserting in lieu thereof "2317. Sale or receipt of cattle, dogs, and cats."

NATIONAL EYE INSTITUTE

Mr. MOSS. Mr. President, I introduce, for appropriate reference, a bill to provide for the establishment of a National Eye Institute in the National Institutes of Health.

I realize that one of the institutes already established at the National Institutes of Health—the Institute of Neurological Diseases and Blindness—is devoting part of its time and resources to research on diseases of the eye. However, blindness is such a scourge that it deserves an institute entirely devoted to searching out its causes and their cure. We need one great center in this country whose emphasis and scientific personnel are directed in only one channel—to the control of eye defects, eye diseases, and blindness.

Even though we consider ourselves—in these mid-1960's—as living in a era of scientific discovery and medical achievement, more than 10 million people throughout the world are totally blind. In our own Nation, more than 1 million Americans are functionally blind—which means that they cannot read a newspaper, even with the aid of

the best lenses science can provide. Many others are blind in one eye, or have other serious eye defects.

I feel that we must direct a massive and unrelenting drive on blindness, and that the establishment of a National Eye Institute at the greatest research center in the world is the first step to take in this drive.

The PRESIDING OFFICER. The bill will be received and appropriately referred.

The bill (S. 3168) to amend the Public Health Service Act to provide for the establishment of a National Eye Institute in the National Institutes of Health, introduced by Mr. MOSS, was received, read twice by its title, and referred to the Committee on Labor and Public Welfare.

EXTENSION OF DEPENDENTS MEDICAL PROGRAM TO CERTAIN DEPENDENTS OF THE UNIFORMED SERVICES

Mr. KENNEDY of New York. Mr. President, I introduce, for appropriate reference, a bill to authorize an extension of the dependents medical care program to cover the care of mentally retarded, mentally ill, and physically handicapped dependents of members of the uniformed services; and to amend the Social Security Act to require that services provided by States pursuant to the maternal and child health services and the crippled children provisions of that act not be denied on grounds of residency to children and spouses of members of the uniformed services.

The bill is designed to fill some major gaps which exist in the medical care provided for the dependents of men in the uniformed services. In my preparation of this legislation I have been particularly appreciative of the work of Margo Cohn who has put together a great deal of information on this subject.

I know that every Member of the Senate is aware of, and concerned about, the tragic effects of mental retardation and mental illness generally. I invite the Senate's attention to the particularly tragic circumstances involved when the dependent of a man on active duty with the uniformed services is so afflicted.

I have been concerned about this problem for some time. In 1964, while I was Attorney General, I received a letter from an Army colonel who explained the difficulties he had had in finding adequate care for his retarded son. The Army's medical care program did not provide for such treatment, and the colonel had at first been unable to place his son in a State institution because he was not then a resident of the State where he was stationed. He had later placed his son in a private facility, but only at burdensome expense. He would undoubtedly have been unable to afford that course had he been an enlisted man or even an officer of a lower rank.

I sent the colonel's letter to Secretary McNamara, and received a reply which showed that we had indeed touched upon a most difficult situation. A memorandum which he attached to his reply showed that retarded children of serv-

89TH CONGRESS
2D SESSION

H. R. 15111

IN THE HOUSE OF REPRESENTATIVES

MAY 17, 1966

Mr. GIBBONS introduced the following bill; which was referred to the Committee on Education and Labor

A BILL

To provide for continued progress in the Nation's war on poverty.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That this Act may be cited as the "Economic Opportunity
4 Amendments of 1966".

5 AUTHORIZATION OF APPROPRIATIONS

6 SEC. 2. For purposes of carrying out the Economic Op-
7 portunity Act of 1964 (other than part C of title I thereof)
8 there is hereby authorized to be appropriated for the fiscal
9 year ending June 30, 1967, the sum of—
10 (1) \$696,000,000 for carrying out title I,

1 (2) \$832,000,000 for carrying out title II,

2 (3) \$57,000,000 for carrying out title III,

3 (4) \$119,000,000 for carrying out title V,

4 (5) \$15,000,000 for carrying out title VI,

5 (6) \$31,000,000 for carrying out title VIII.

6 TITLE I—AMENDMENTS TO TITLE I OF THE ACT

7 JOB CORPS—STUDIES TO BE PROPERTY OF UNITED STATES

8 SEC. 101. Section 103 (a) of the Economic Opportunity
9 Act of 1964 (hereinafter referred to as “the Act”) is
10 amended by inserting before the semicolon at the end thereof
11 the following: “: *Provided*, That such agreements shall pro-
12 vide that all studies, evaluations, proposals, and data pro-
13 duced or developed with Federal funds in the course of the
14 operation of any conservation camp or training center shall
15 become the property of the United States”.

16 JOB CORPS—HIGH SCHOOL EQUIVALENCY CERTIFICATES

17 SEC. 102. Section 103 (b) of the Act is amended by in-
18 serting before the semicolon at the end thereof the following:
19 “: *Provided*, That such arrangements for education and train-
20 ing of enrollees in the Corps shall, to the extent feasible,
21 provide opportunities for qualified enrollees to obtain educa-
22 tion or training necessary to qualify them for the equivalent
23 of a certificate of graduation from high school”.

1 JOB CORPS—NUMBER OF WOMEN IN THE CORPS

2 SEC. 103. Section 104 of the Act is amended by adding
3 at the end thereof the following new subsection:

4 “(e) The Director shall take such action as may be
5 necessary to insure that, on or before July 1, 1967, the num-
6 ber of women in residence, and receiving training, at Job
7 Corps conservation camps and training centers is at least
8 10,000.”

9 JOB CORPS—MAXIMUM CAPACITY OF JOB CORPS CAMPS
10 AND CENTERS

11 SEC. 104. Section 104 of the Act is amended by adding
12 at the end thereof (after the subsection added by section
13 103) the following:

14 “(f) The Director shall not use any funds made avail-
15 able to carry out this part for the fiscal year ending June 30,
16 1967 in such a manner as to increase the capacity of con-
17 servation camps and training centers of the Job Corps above
18 the capacity of 45,000 enrollees in such camps and centers.”

19 JOB CORPS—APPLICATION OF FEDERAL EMPLOYEES’
20 COMPENSATION ACT

21 SEC. 105. Section 106 (c) (2) (B) of the Act is amend-
22 ed by striking out “\$150, except that with respect to compen-
23 sation of disability accruing after the individual concerned

1 reaches the age of twenty-one, such monthly pay shall be
2 deemed to be”.

3 JOB CORPS—PILOT PROJECT ON DAY SCHOOLS

4 SEC. 106. Part A of title I of the Act is amended by add-
5 ing at the end thereof the following new section:

6 “SPECIAL PILOT PROJECT

7 “SEC. 111. The Director shall carry out a pilot project
8 at a Job Corps training center which shall be designed to
9 appraise the feasibility of conducting a training center both
10 as a residential center and as a vocational school for day
11 students. In conducting such project the Director may
12 waive any of the preceding provisions of this part insofar as
13 they would apply to such day students. The Director shall
14 make a report to the Congress on or before March 1, 1968,
15 of the information derived by him from such pilot project.”

16 WORK TRAINING PROGRAMS—REVISION OF THE PROGRAM

17 SEC. 107. (a) Sections 111, 112, and 113 of Part B of
18 title I of the Act are amended to read as follows:

19 “NEIGHBORHOOD YOUTH CORPS

20 “SEC. 112. (a) The Director shall formulate and carry
21 out—

22 “(1) programs to provide part-time employment,
23 on-the-job training, and useful work experience for
24 students from low-income families who are in the ninth
25 through twelfth grades of school (or are of an age

1 equivalent to that of students in such grades) who are
2 in need of the earnings to permit them to resume or
3 maintain attendance in school, and

4 “(2) programs to provide unemployed individuals
5 useful work experience and on-the-job training, com-
6 bined where needed with educational and training assist-
7 ance, including basic literacy and occupational training
8 designed to assist the individuals to develop their maxi-
9 mum occupational potential. Participation shall be
10 limited to individuals aged sixteen through twenty-one
11 years.

12 “(b) In determining for purposes of paragraph (1) of
13 subsection (a) whether a student is from a low-income
14 family, the Director shall consider a student to be from such
15 a family if the family receives cash welfare payments.

16 “FINANCIAL ASSISTANCE

17 “SEC. 113. (a) The Director is authorized to enter into
18 agreements providing for the payment by him of part or all
19 of the cost of a program submitted under section 112 if he
20 determines, in accordance with such regulations as he may
21 prescribe, that—

22 “(1) enrollees (except those engaged in on-the-job
23 training) will be employed either (A) on publicly
24 owned and operated facilities or projects, or (B) on

1 local projects sponsored by private nonprofit organiza-
2 tions;

3 “(2) no enrollees will be employed on projects in-
4 volving political parties, or the construction, operation,
5 or maintenance of so much of any facility as is used or to
6 be used for sectarian instruction or as a place for reli-
7 gious worship;

8 “(3) the program will not result in the displacement
9 of employed workers or impair existing contracts for
10 services; and

11 “(4) the rates of pay for time spent in work, train-
12 ing or education and other conditions of employment
13 will be appropriate and reasonable in the light of such
14 factors as the type of work performed, geographical re-
15 gion, and proficiency of the employee.

16 “(b) In approving on-the-job training projects, the Di-
17 rector is authorized to enter into agreements with other than
18 public or private nonprofit organizations to pay reasonable
19 training costs but not wages paid to enrollees for services
20 performed.

1 “(c) In approving projects under this part, the Director
2 shall give priority to projects with high training potential
3 and high potential for contributing to the upward mobility
4 of the trainee.”

5 (b) Section 114 (a) of the Act is amended by striking
6 out “who have attained age sixteen but have not attained
7 age twenty-two,”.

8 (c) Section 115 of such Act is amended by striking out
9 “paid for the period ending three years after the date of
10 enactment of this Act” and by striking out “and such assist-
11 ance paid for periods thereafter shall not exceed 50 per
12 centum of such costs,”.

13 TITLE I PROGRAMS—DURATION; LIMITATION ON USE OF
14 FUNDS

15 SEC. 110. Part D of title I of the Act is amended to
16 read as follows:

17 “PART D—DURATION OF PROGRAM

18 “SEC. 131. (a) The Director shall carry out the pro-
19 grams for which he is responsible under this title during the
20 fiscal year ending June 30, 1967, and the three succeeding

1 fiscal years. For each such fiscal year only such sums may
2 be appropriated as the Congress may authorize by law.

3 “(b) Of the funds appropriated to carry out this title for
4 any fiscal year, not less than \$496,000,000 shall be available
5 only for carrying out part B thereof.”

6 TITLE II—AMENDMENTS TO TITLE II OF THE 7 ACT

8 COMMUNITY ACTION—DEFINITION OF “COMMUNITY”

9 SEC. 201. Section 202 (a) (1) of the Act is amended by
10 inserting “in an attack on poverty” after “utilizes”, and by
11 striking out “in an attack on poverty” and inserting in lieu
12 thereof “or any neighborhood or other area (irrespective of
13 boundaries or political subdivisions) which is sufficiently
14 homogeneous in character to be an appropriate area for an
15 attack on poverty under this part”.

16 COMMUNITY ACTION—RESIDENCE OF AREA

17 REPRESENTATIVES

18 SEC. 202. Section 202 of the Act is amended by adding
19 at the end thereof the following new subsection:

20 “(c) The Director shall not approve a community action
21 program which is conducted, administered, or coordinated by
22 a board which contains representatives from various geo-
23 graphical areas in the community unless such representatives
24 are required to live in the area they represent.”

1 COMMUNITY ACTION—USE OF LATEST DATA IN MAKING
2 ALLOTMENTS

3 SEC. 203. Section 203 (b) of the Act is amended (1)
4 by inserting after “State” the second time it appears in para-
5 graph (1) the following “(as determined on the basis of the
6 latest calendar or fiscal year data, whichever is later)”,
7 (2) by inserting after “States” the second time it appears
8 in such paragraph the following “(as so determined)”, (3)
9 by inserting after “State” the second time it appears in
10 paragraph (2) the following “(as determined on the basis
11 of the latest calendar or fiscal year data, whichever is later)”,
12 and (4) by inserting after “States” the second time it ap-
13 pears in paragraph (2) the following “(as so determined)”.

14 COMMUNITY ACTION—SALARY LIMITS

15 SEC. 204. Section 205 (a) of the Act is amended by
16 adding at the end thereof the following new sentence: “The
17 Director shall require that where an agency pays an em-
18 ployee engaged in carrying out a community action pro-
19 gram at a rate in excess of \$12,500 per annum, payment of
20 such excess shall not be made from Federal funds; and any
21 amount paid such an employee in excess of \$12,500 per
22 annum shall not be considered in determining whether sec-
23 tion 208 (a) has been complied with.”

1 COMMUNITY ACTION—WORK TRAINING FOR UNEMPLOYED

2 SEC. 205. (a) Section 205 of the Act is amended by
3 striking out subsection (d).

4 (b) Part A of title II of the Act is amended by adding
5 at the end thereof the following:

6 “USEFUL WORK TRAINING FOR UNEMPLOYED ADULTS

7 “SEC. 211-1. The Director shall formulate and carry out
8 programs to provide unemployed adults useful work training
9 opportunities which will enable individuals employed under
10 the program to enjoy opportunity for promotion and ad-
11 vancement, enhance their prospects of normal employment
12 without Federal assistance, and permit or contribute to an
13 undertaking or service in the public interest, including, but
14 not limited to, health, education, welfare, public safety, con-
15 servation, development or management of natural resources,
16 recreational areas, Federal, State and local parks and play-
17 grounds, and betterment and beautification of the community
18 or area served by the program. Such work experience shall
19 be combined, where needed, with educational and training
20 assistance, including basic literacy and occupational training.
21 Such program shall be conducted in a manner consistent
22 with policies applicable under this Act for the protection of
23 employed workers and the maintenance of basic rates of pay
24 and other suitable conditions of employment. Assistance
25 under this section shall not exceed 90 per centum of the cost

1 of carrying out programs under this section unless the Direc-
 2 tor determines, pursuant to regulations adopted and promul-
 3 gated by him establishing objective criteria for such deter-
 4 minations, that assistance in excess of such percentage is re-
 5 quired in furtherance of the purposes of this section. Non-
 6 Federal contributions may be in cash or in kind, fairly
 7 evaluated, including but not limited to plant, equipment, and
 8 services. Of the sums appropriated to carry out this title in a
 9 fiscal year, not less than \$88,000,000 shall be used only
 10 to carry out this section.”

11 COMMUNITY ACTION—USE OF PUBLIC FACILITIES

12 SEC. 206. Section 205 (e) of the Act is amended by in-
 13 serting before the period at the end thereof the following:
 14 “and to programs which make the maximum utilization of
 15 existing schools, community centers, settlement houses, and
 16 other facilities during times they are not in use for their
 17 primary purpose”.

18 COMMUNITY ACTION—FUNDING INDEPENDENT PRO-
 19 GRAMS; MEMBERSHIP IN SPONSORING ORGANIZA-
 20 TIONS

21 SEC. 207. Section 205 of the Act is amended by adding
 22 at the end thereof the following new subsections:

23 “(f) The Director shall carry out this part in such a
 24 manner as to insure that, of funds available for carrying out
 25 sections 204 and 205, at least 20 per centum will be used

1 for carrying out independently funded community action
2 programs which are carried on in communities in which
3 there is being carried on concurrently a community action
4 program for which an overall community action agency
5 assumes responsibility for planning, developing, and coordi-
6 nating communitywide antipoverty programs and provides
7 for the involvement and participation of public and private
8 nonprofit agencies. For purposes of this subsection, a pro-
9 gram will be deemed to be independently funded if the
10 grantee is one that develops, and is funded to operate only,
11 programs which are of limited scope and which does not have
12 broad comprehensive community representation on its
13 policymaking board, whether or not the grantee sponsors
14 one or several component programs.

15 “(g) No officer or employee of the Office of Economic
16 Opportunity shall be an executive officer or a member of
17 the board of directors of any organization (other than a
18 religious organization) with which the Director has entered
19 into a contract under this section to carry out a community
20 action program or a component program thereof.”

21 COMMUNITY ACTION—RESEARCH AND DEMONSTRATIONS;
22 NARCOTICS ADDICTION; EMERGENCY FAMILY LOANS

23 SEC. 208. Section 207 of the Act is amended by insert-
24 ing “(a)” after “SEC. 207.”, by striking out “15 per
25 centum” and inserting “5 per centum”, and by adding at

1 the end thereof the following: “No grant or contract for a
2 research or demonstration project shall be made under this
3 section after January 1, 1967, except pursuant to an overall
4 plan setting forth specific objectives to be achieved under
5 this section and setting forth priorities among such objec-
6 tives. Such plan, to the extent it contemplates activities or
7 programs that may be undertaken by other Federal agencies
8 or the making of grants or contracts that might be made by
9 other Federal agencies having demonstration and research
10 responsibilities, shall be approved by the Director only after
11 consultation with such agencies. The Director shall include
12 as part of the annual report required by section 608, or as a
13 separate and simultaneous report, a description of the prin-
14 cipal research and demonstration activities undertaken dur-
15 ing each fiscal year under this part, a statement indicating
16 the relation of such activities to the plan and the policies of
17 this Act, and a statement with respect to each such category,
18 indicating the time or period, and to the extent possible the
19 manner, in which the benefits or expected benefits of such
20 activities will or are expected to be realized. The Director
21 shall require that all applications or proposals for research,
22 training, or demonstrations shall be filed simultaneously in
23 the appropriate regional office of the Office of Economic
24 Opportunity, and shall require such offices to review and

1 make recommendations with respect thereto within fifteen
2 days from the date of filing.

3 “(b) The Director shall formulate and carry out under
4 this section programs for the prevention of narcotic addiction
5 and the rehabilitation of narcotic addicts. Such programs
6 shall include provisions for the detoxification, guidance,
7 training, and job placement of narcotic addicts. Of the
8 funds available for carrying out this section in any fiscal year,
9 not less than \$12,500,000 shall be used to carry out this
10 subsection.

11 “(c) The Director shall formulate and carry out under
12 this section a program for making small loans to persons in
13 low-income families to meet immediate and urgent family
14 needs. The total outstanding balance of loans made to an
15 individual under this subsection may not at any time exceed
16 \$300. Loans under this subsection shall bear interest at the
17 rate of 2 per centum per annum and shall be made on such
18 other terms and conditions as the Director may prescribe.
19 In carrying out this subsection, the Director shall make maxi-
20 mum feasible use of Federal credit unions. Of the sums
21 available to carry out this section in any fiscal year, not less
22 than \$8,000,000 may be used only to carry out this sub-
23 section.”

24 COMMUNITY ACTION—LIMITATIONS ON ASSISTANCE

25 SEC. 209. Section 208 (a) of the Act is amended by
26 striking out “three years after the date of enactment of this

1 Act” and inserting in lieu thereof “June 30, 1967”, and by
2 striking out “50 per centum” and inserting in lieu thereof
3 “80 per centum”.

4 COMMUNITY ACTION—DELETION OF PREFERENCE PROVI-
5 SIONS; RESERVATION OF FUNDS FOR HEADSTART AND
6 LEGAL SERVICES PROGRAMS

7 SEC. 210. Title II of the Act is amended by striking out
8 section 211, and inserting in lieu thereof the following new
9 section 211:

10 “HEADSTART AND LEGAL SERVICES PROGRAMS

11 “SEC. 211. The Director shall take such action as may
12 be necessary to insure that, of the sums reserved under sec-
13 tion 203 (a) for carrying out sections 204 and 205 for each
14 fiscal year—

15 “(1) not less than \$352,000,000 shall be used only
16 for carrying out programs eligible for assistance under
17 such sections which assist young children who have not
18 reached the age of compulsory school attendance and
19 which include (A) the furnishing of such comprehensive
20 health, nutritional, social, educational and mental health
21 services as the Director finds will aid such children to at-
22 tain their greatest potential, (B) the provision of appro-
23 priate activities to encourage the participation of parents
24 of such children and the effective use of their services, and
25 (C) such other training, technical assistance, evaluation

1 and follow-through activities as may be necessary or
2 appropriate; and

3 “(2) not less than \$22,000,000 shall be used only
4 for carrying out programs eligible for assistance under
5 such sections, which provide legal advice and legal rep-
6 resentation to persons when they are unable to afford
7 the services of a private attorney, together with legal
8 research and information as appropriate to mobilize the
9 assistance of lawyers or legal institutions, or combina-
10 tions thereof, to further the cause of justice among per-
11 sons living in poverty.”

12 ADULT BASIC EDUCATION—LACK OF BASIC SKILLS

13 SEC. 211. Section 212 of the Act is amended by insert-
14 ing after “language,” the following: “or lack of similar basic
15 skills,”.

16 ADULT BASIC EDUCATION—STATE PLAN REQUIREMENTS

17 SEC. 212. Section 214 (a) of the Act is amended to read
18 as follows:

19 “SEC. 214. (a) The Director shall approve a State plan
20 which sets forth a program for use, in accordance with sec-
21 tion 213 (b), of grants under this part, and which (consist-
22 ent with such basic criteria as the Director may prescribe) —

23 “(1) contains a system of specific priorities ade-

1 quate to assure the most effective use of funds, having
2 regard to the number of persons described in section 212
3 in different areas of the State, the extent of their educa-
4 tional deficiencies, and the degree to which local pro-
5 grams or projects under this part will assist such persons
6 to become more responsible and effective citizens;

7 “(2) contains specific provisions for cooperative
8 arrangements with appropriate public or nonprofit agen-
9 cies within the State concerned with problems of pov-
10 erty, employment, and health related to the purposes of
11 this section, and sets forth specific procedures for im-
12 plementing such arrangements in connection with local
13 projects and programs, as necessary or appropriate to
14 assure that related services or assistance needed by par-
15 ticipants will be provided and that such projects and
16 programs will be carried on in a coordinated manner
17 consistent with the provisions and purposes of this Act;

18 “(3) provides such criteria as may be necessary
19 to assure that all projects and programs are carried on
20 in a way responsive to the needs and abilities of adults
21 who are educationally and economically disadvantaged
22 and that use is made of services, facilities, staff, systems,
23 and methods that will best contribute to this objective;

24 “(4) provides that projects and programs initiated

1 or supported under the plan will be subject to adequate
2 procedures for evaluation of their effectiveness and for
3 the dissemination of the results of such evaluations
4 whenever appropriate to interested agencies and persons
5 throughout the State; and

6 “ (5) provides for administration by the State edu-
7 cational agency in accordance with procedures and
8 policies to (A) assure proper disbursement of and ac-
9 counting for all funds granted under section 213, (B)
10 enable the State agency to make such prompt reports to
11 the Director containing such information as may be
12 required to permit him to determine the current status of
13 operations or actions taken under the State plan, or as
14 may otherwise be necessary to enable him to perform his
15 duties under this part or any applicable provision of this
16 Act, and (C) assure that such supporting books, records,
17 and other documentation will be maintained, and made
18 available to the Director, as he finds reasonably necessary
19 to verify reports or otherwise discharge his responsi-
20 bilities.”

21 ADULT BASIC EDUCATION—REALLOTMENTS

22 SEC. 213. Subsections (b) and (c) of section 215 of the
23 Act are amended to read as follows:

24 “ (b) The portion of any State’s allotment under sub-

1 section (a) which the Director determines will not be re-
2 quired, for the period such allotment is available, for carrying
3 out the State plan (if any) approved under this part shall
4 be available, first, for use within such State for the purpose
5 of grants under section 218 (b), and then, for reallocation
6 in accordance with subsection (c).

7 “(c) Reallocation as authorized by subsection (b) may
8 be made from time to time in such States during any fiscal
9 year as the Director may fix. Reallocations of funds from
10 one State shall be made to other States in proportion to the
11 original allotments to such States under subsection (a) for
12 such year, but with such proportionate amount for any of
13 such other States being reduced to the extent it exceeds the
14 sum of (1) the amount which the Director estimates such
15 State needs and will be able to use for such period for
16 carrying out its State plan approved under this part, and
17 (2) any amount which the Director determines may be
18 allowed for the purpose of grants under section 218 (b) in
19 such State; and the total of such reductions shall be similarly
20 reallocated among the States whose proportionate amounts
21 are not reduced. Any amount reallocated to a State under
22 this subsection during a year which is not made available
23 for purposes of grants under section 218 (b) shall be deemed
24 part of its allotment under subsection (a) for such year.”

1 ADULT BASIC EDUCATION—FEDERAL SHARE

2 SEC. 214. Section 216 (b) of the Act is amended to read
3 as follows:

4 “(b) The Federal share for each State shall not exceed
5 90 per centum.”

6 ADULT BASIC EDUCATION—SPECIAL PROJECTS AND
7 TEACHER TRAINING

8 SEC. 215. Section 218 of the Act is amended to read as
9 follows:

10 “SPECIAL PROJECTS AND TEACHER TRAINING

11 “SEC. 218. (a) Not to exceed 25 per centum of the
12 funds appropriated or allocated to carry out this part for
13 any fiscal year may be reserved for use in making special
14 project grants and in providing teacher training as author-
15 ized in this section.

16 “(b) The Director is authorized to make grants to local
17 educational agencies or other public or private nonprofit
18 agencies for the purpose of special projects which will be
19 carried out in furtherance of the purpose of section 212 and
20 which—

21 “(1) involve the use of innovative methods, sys-
22 tems, materials, or programs which the Director deter-
23 mines may have national significance or be of special

1 value in promoting effective programs under this part,
2 or

3 “(2) involve activities in adult basic education,
4 which the Director determines are so coupled with other
5 Federal, federally assisted, State, or local programs, as
6 to have unusual promise in promoting a comprehensive
7 or coordinated approach to the problems of low-income
8 persons with basic educational deficiencies as described
9 in section 212.

10 The Director shall establish procedures for making of grants
11 under this section which shall (1) require a local or non-
12 Federal contribution of at least 10 per centum of the project
13 costs wherever feasible and not inconsistent with the pur-
14 poses of this section, and (2) assure that in advance of any
15 grant an opportunity for review and comment will be af-
16 forded (A) to the State educational agency of the State
17 in which the project will be carried on and (B) to appro-
18 priate local educational agencies (either directly or through
19 the State educational agency) in the case of any grants not
20 proposed to be made to such agencies.

21 “(c) The Director is authorized to provide (directly
22 or by contract), or to make grants to colleges and univer-

1 sities, State or local educational agencies, or other appro-
 2 priate public or private nonprofit agencies or organizations
 3 to provide, training to persons engaged or are preparing to
 4 engage as instructors for individuals described in section 212,
 5 with such stipends and allowances, if any (including travel-
 6 ing and subsistence expenses), for persons undergoing such
 7 training and their dependents as the Director may by or pur-
 8 suant to regulation determine. Such regulations shall pro-
 9 vide that where such training is in the form of fellowships
 10 such stipends shall not exceed the stipend provided for under
 11 section 404 (a) of the National Defense Education Act of
 12 1958, and that in the case of persons receiving other forms
 13 of training such stipend shall not exceed the stipend provided
 14 for under section 1102 of such Act.”

15 TITLE II PROGRAMS—DURATION; LIMITATION ON USE OF
 16 FUNDS

17 SEC. 216. Part D of title II of the Act is amended to
 18 read as follows:

19 “PART D—DURATION OF PROGRAM

20 “SEC. 221. (a) The Director shall carry out the pro-
 21 grams provided for in this title during the fiscal year ending
 22 June 30, 1967, and the three succeeding fiscal years. For

1 each such fiscal year only such sums may be appropriated
2 as the Congress may authorize by law.

3 “(b) Of the sums appropriated to carry out this title
4 for a fiscal year, not less than \$26,500,000 shall be available
5 only for carrying out part B of this title.”

6 TITLE III—AMENDMENTS TO TITLE III OF THE
7 ACT

8 RURAL AREAS—LOAN AUTHORITY

9 SEC. 301. Section 302 (a) of the Act is amended by
10 striking out “exceeding \$2,500 in the aggregate” and in-
11 serting in lieu thereof “resulting in an aggregate indebted-
12 ness of more than \$3,500 at any one time”.

13 TITLE III PROGRAMS—DURATION

14 SEC. 302. Part C of title III of the Act is amended to
15 read as follows:

16 “PART C—DURATION OF PROGRAM

17 “SEC. 321. The Director shall carry out the programs
18 provided for in this title during the fiscal year ending June
19 30, 1967, and the three succeeding fiscal years. For each
20 such fiscal year only such sums may be appropriated as the
21 Congress may authorize by law.”

1 TITLE IV—DURATION OF PROGRAMS UNDER
2 TITLE IV OF THE ACT

3 SEC. 401. Section 407 of the Act is amended to read as
4 follows:

5 “DURATION OF PROGRAM

6 “SEC. 407. The Director shall carry out the programs
7 provided for in this title during the fiscal year ending June
8 30, 1967, and the three succeeding fiscal years.”

9 TITLE V—REVISION OF TITLE V OF THE ACT

10 SEC. 501. (a) Title V of the Act is amended to read as
11 follows:

12 “TITLE V—WORK EXPERIENCE AND TRAINING
13 PROGRAMS

14 “STATEMENT OF PURPOSE

15 “SEC. 501. It is the purpose of this title to expand the
16 opportunities for constructive work experience and other
17 needed training available to persons (including workers in
18 farm families with less than \$1,200 net family income, unem-
19 ployed heads of families and other needy persons) who are
20 unable to support themselves or their families.

21 “TRANSFER OF FUNDS

22 “SEC. 502. In order to permit the carrying out of work
23 experience and training programs meeting the criteria set
24 forth in part D of title II of the Manpower Development and
25 Training Act of 1962, the Director is authorized to transfer
26 funds to the Secretary of Health, Education, and Welfare

1 to enable him (1) to make payments under section 1115 of
2 the Social Security Act for experimental, pilot, or demonstra-
3 tion projects which provide pretraining services and basic
4 maintenance, health, family, basic education, day care, coun-
5 seling, and similar supportive services required for such pro-
6 grams, and (2) to reimburse the Secretary of Labor for
7 carrying out the activities described in such part D of title
8 II of the Manpower Development and Training Act of 1962.
9 Costs of such projects and activities shall, notwithstanding
10 the provisions of the Social Security Act and the Manpower
11 Development and Training Act of 1962, be met entirely from
12 funds appropriated to carry out this title: *Provided*, That
13 such funds may not be used to assist families and individ-
14 uals insofar as they are otherwise receiving or eligible to
15 receive assistance or social services through a State plan
16 approved under titles I, IV, V, XIV, XVI, or XIX of the
17 Social Security Act.

18 “LIMITATIONS ON WORK EXPERIENCE AND TRAINING
19 PROGRAMS

20 “SEC. 503. (a) The provisions of paragraphs (1) to
21 (6), inclusive, of section 409 of the Social Security Act,
22 unless otherwise inconsistent with the provisions of this title,
23 shall be applicable with respect to work experience and train-
24 ing programs assisted with funds under this title.

25 “(b) Participation of individuals in work experience
26 and training programs shall be limited to 24 months, except

1 that nothing in this subsection shall prevent the provision of
2 necessary and appropriate follow-up services for a reasonable
3 period after an individual has completed work experience and
4 training.

5 “(c) In the case of any work experience and training
6 program approved on or after July 1, 1967, not more than
7 80 percent of the costs of projects or activities referred to in
8 section 502 may be paid from funds appropriated or allocated
9 to carry out this title, unless the Director determines, pur-
10 suant to regulations adopted and promulgated by him estab-
11 lishing objective criteria for such determinations, that
12 assistance in excess of such percentage is required in further-
13 ance of the purpose of this title. Non-Federal contributions
14 may be in cash or in kind, fairly evaluated, including but not
15 limited to plant, equipment, and services.

16 “(d) Not more than $12\frac{1}{2}$ percent of the sums appro-
17 priated or allocated for any fiscal year to carry out the pur-
18 poses of this title shall be used within any one State.

19 “DURATION OF PROGRAMS

20 “SEC. 504. The Director shall carry out the programs
21 provided for in this title during the fiscal year ending
22 June 30, 1967, and the three succeeding fiscal years. For
23 each such fiscal year only such sums may be appropriated
24 as the Congress may authorize by law.”

25 (b) The amendments made by this section shall not

1 apply to any grant or agreement made pursuant to title V
2 of the Economic Opportunity Act of 1964 prior to the date
3 of enactment of the Economic Opportunity Amendments of
4 1966, except that no person shall be permitted to remain as
5 a participant in any program carried on pursuant to any
6 such grant or agreement for a period of more than two years
7 after such date.

8 TITLE VI—AMENDMENTS TO TITLE VI OF
9 THE ACT

10 ADMINISTRATION—ENCOURAGEMENT OF LITERACY
11 TRAINING

12 SEC. 601. Title VI of the Act is amended by striking
13 out section 603 and inserting in lieu thereof the following:

14 “ENCOURAGEMENT OF LITERACY TRAINING

15 “SEC. 603. The Director shall stimulate and encourage
16 States and local communities to encourage by all possible
17 means each person over the age of eighteen, particularly
18 those persons who are receiving welfare payments or other
19 forms of public assistance, whose inability to read and write
20 the English language, or lack of similar basic skills, con-
21 stitutes a substantial impairment of his employability, to par-
22 ticipate in an adult education or other program which would
23 improve his employability. The Director may make grants
24 to States and their political subdivisions to assist them to
25 meet the costs of carrying out this section.”

1 ADMINISTRATION—POLITICAL ACTIVITIES

2 SEC. 602. Title VI of the Act is amended by inserting
3 after section 603 (inserted by section 601) the following new
4 section:

5 “POLITICAL ACTIVITIES

6 “SEC. 603-1. (a) No person whose compensation is
7 paid, in whole or in part, from sums appropriated to carry
8 out this Act shall take an active part in political manage-
9 ment or in political campaigns, and no such officer or em-
10 ployee shall use his official authority or influence for the pur-
11 pose of interfering with an election or affecting the result
12 thereof. All such persons shall retain the right to vote as
13 they may choose and to express, in their private capacities,
14 their opinions on all political subjects and candidates. This
15 section shall not apply to officers or employees of the United
16 States or to volunteers in the Job Corps.

17 “(b) Whenever the United States Civil Service Commis-
18 sion finds that any person has violated subsection (a), it
19 shall, after giving due notice and opportunity for explanation
20 to the person concerned, certify the facts to the Director with
21 specific instructions as to discipline or dismissal or other cor-
22 rective action.”

1 COORDINATION—BETWEEN SECRETARY OF LABOR AND
2 DIRECTOR; INFORMATION TO STATE AND LOCAL AGENCIES

3 SEC. 603. Section 611 of the Act is amended by adding
4 at the end thereof the following:

5 “(c) In order to insure the maximum coordination of
6 programs and activities authorized by this Act with the pro-
7 grams and activities carried out by the United States Em-
8 ployment Service, the Director and the Secretary of Labor
9 shall provide for such coordination at the local level with
10 public employment offices throughout the country. The
11 Director shall include, as a part of the annual report pre-
12 scribed by section 608, a detailed and comprehensive descrip-
13 tion of the activities and actions taken pursuant to this sub-
14 section.

15 “(d) In order to insure that all Federal programs re-
16 lated to the purposes of this Act are utilized to the maximum
17 possible extent, and in order to insure that all appropriate
18 officials are kept fully informed of such programs, the Di-
19 rector shall establish procedures to assure prompt distribu-
20 tion to States and local agencies of all current information,
21 including administrative rules, regulations and guidelines,

1 required by such agencies for the effective performance of
2 their responsibilities.”

3 INFORMATION—CATALOG AND DISSEMINATION

4 SEC. 604. Section 613 of the Act is amended by in-
5 serting “(a)” after “SEC. 613.” and by adding at the end
6 thereof the following new subsection:

7 “(b) The Director shall publish and maintain on a
8 current basis, a catalog of all Federal programs relating
9 to individual and community improvement. The Director
10 is further authorized to make grants from funds appro-
11 priated under title II of this Act, to States and communities
12 to establish information service centers for the collection,
13 correlation, and distribution of information required to
14 further the purposes of this Act.”

15 TITLE VI PROGRAMS—DURATION

16 SEC. 605. Section 615 of the Act is amended to read as
17 follows:

18 “DURATION OF PROGRAM

19 “SEC. 615. The Director shall carry out the programs
20 provided for in this title during the fiscal year ending June

1 30, 1967, and the three succeeding fiscal years. For each
2 such fiscal year only such sums may be appropriated as the
3 Congress may authorize by law.”

4 COORDINATION—TRANSFERS OF FUNDS

5 SEC. 607. Section 616 of the Act is amended by inserting
6 after “this Act,” the following: “or any Act authorizing ap-
7 propriations for any such title (other than part C of title I),”.

8 TITLE VII—TECHNICAL AMENDMENT TO TITLE
9 VII OF THE ACT

10 SEC. 701. (a) Section 701 (a) of the Act is amended
11 by striking out “and XVI” and inserting in lieu thereof
12 “XVI, and XIX”.

13 (b) No funds to which a State is otherwise entitled
14 under title XIX of the Social Security Act for any period
15 before October 1, 1967, shall be withheld by reason of any
16 action taken pursuant to a State statute which prevents such
17 State from complying with the requirements resulting from
18 the amendment made by subsection (a).

1 TITLE VIII—REVISION OF PROVISIONS
2 RELATING TO VISTA

3 SEC. 801. The Act is amended by adding at the end
4 thereof the following new title:

5 “TITLE VIII—VOLUNTEERS IN SERVICE TO
6 AMERICA

7 “STATEMENT OF PURPOSE

8 “SEC. 801. It is the purpose of this title to enable and
9 encourage volunteers to participate in a personal way in the
10 war on poverty, by living and working among deprived
11 people of all ages in urban areas, rural communities, on
12 Indian reservations, in migrant worker camps, and Job
13 Corps camps and centers; to stimulate, develop and coordi-
14 nate programs of volunteer training and service; and,
15 through such programs, to encourage individuals from all
16 walks of life to make a commitment to combating poverty
17 in their home communities, both as volunteers and as mem-
18 bers of the helping professions.

19 “AUTHORITY TO ESTABLISH VISTA PROGRAM

20 “SEC. 802. (a) The Director is authorized to recruit,
21 select, train, and—

22 “(1) upon request of State or local agencies or pri-
23 vate nonprofit organizations, refer volunteers to perform

1 duties in furtherance of programs combating poverty at
2 a State or local level; and

3 “(2) in cooperation with other Federal, State, or
4 local agencies involved, assign volunteers to work (A)
5 in meeting the health, education, welfare, or related
6 needs of Indians living on reservations, of migratory
7 workers and their families, or of residents of the District
8 of Columbia, the Commonwealth of Puerto Rico, Guam,
9 American Samoa, the Virgin Islands, or the Trust Ter-
10 ritory of the Pacific Islands; (B) in the care and re-
11 habilitation of the mentally ill or mentally retarded under
12 treatment at nonprofit mental health or mental retarda-
13 tion facilities assisted in their construction or operation
14 by Federal funds; and (C) in connection with programs
15 or activities authorized, supported, or of a character
16 eligible for assistance under this Act.

17 “(b) The referral or assignment of volunteers under this
18 section shall be on such terms and conditions (including re-
19 strictions on political activities that appropriately recognize
20 the special status of volunteers living among the persons or
21 groups served by programs to which they have been as-
22 signed) as the Director may determine; but volunteers shall
23 not be so referred or assigned to duties or work in any State,

1 nor shall programs under section 805 be conducted in any
2 State without the consent of the Governor.

3 "VOLUNTEER SUPPORT

4 "SEC. 803. The Director is authorized to provide to all
5 volunteers during training pursuant to section 802 (a) and
6 to volunteers assigned pursuant to section 802 (a) (2) such
7 stipend, not to exceed \$50 per month (or, in the case of
8 volunteer leaders designated in accordance with standards
9 prescribed by the Director, not to exceed \$75 per month),
10 such living, travel, and leave allowances, and such housing,
11 transportation (including travel to and from the place of
12 training), supplies, equipment, subsistence, clothing, and
13 health and dental care as the Director may deem necessary
14 or appropriate for their needs.

15 "APPLICATION OF PROVISIONS OF FEDERAL LAW

16 "SEC. 804. (a) Each volunteer under section 802 shall
17 take and subscribe to an oath or affirmation in the form
18 prescribed by section 104 (d) of this Act, and the provi-
19 sions of section 1001 of title 18, United States Code, shall be
20 applicable with respect to such oath or affirmation; but,
21 except as provided in subsection (b) of this section, such
22 volunteers shall not be deemed to be Federal employees and
23 shall not be subject to the provisions of laws relating to
24 Federal employment, including those relating to hours of
25 work, rates of compensation, and Federal employee benefits.

1 “(b) All volunteers during training pursuant to section
2 802 (a) and such volunteers as are assigned pursuant to
3 section 802 (a) (2) shall be deemed Federal employees to
4 the same extent as enrollees of the Job Corps under section
5 106 (b), (c), and (d) of this Act except that for purposes
6 of the computation described in paragraph (2) (B) of sec-
7 tion 106 (c) the monthly pay of a volunteer shall be deemed
8 to be that received under the entrance salary for GS-7 under
9 the Classification Act of 1949.

10 “SPECIAL PROGRAMS AND PROJECTS

11 “SEC. 805. The Director is authorized to conduct, or
12 to make grants, contracts, or other arrangements with ap-
13 propriate public or private nonprofit organizations for the
14 conduct of, special programs in furtherance of the purposes
15 of this title. Such programs shall be designed to encourage
16 more effective or better coordinated use of volunteer serv-
17 ices, including services of low-income persons, or to make
18 opportunities for volunteer experience available, under proper
19 supervision and for appropriate periods, to qualified persons
20 who are unable to make long-term commitments or who
21 are engaged in or preparing to enter work where such
22 experience may be of special value and in the public interest.
23 Individuals who serve or receive training in such programs
24 shall not, by virtue of such service or training, be deemed
25 to be Federal employees and shall not be subject to the

1 provisions of laws relating to Federal employment, includ-
2 ing those related to hours of work, rates of compensation,
3 and Federal employee benefits; except that such individuals
4 who receive their principal support or compensation with
5 respect to such service or training directly from the Director
6 or his agent for payment shall be deemed Federal employees
7 to the same extent as volunteers assigned pursuant to section
8 802 (a) (2) of this Act. Not to exceed 15 per centum of
9 the sums appropriated or allocated from any appropriation
10 to carry out this title for any fiscal year may be used for pro-
11 grams under this section.

12 "DURATION OF PROGRAM

13 "SEC. 806. The Director shall carry out the programs
14 provided for in this title during the fiscal year ending
15 June 30, 1967, and the three succeeding fiscal years. For
16 each such fiscal year only such sums may be appropriated
17 as the Congress may authorize by law."

18 TITLE IX—TECHNICAL AMENDMENTS

19 SEC. 901. (a) Title I of the Act is amended by insert-
20 ing immediately before section 110 a heading for such section
21 to read as follows:

22 "YOUTH CONSERVATION CORPS"

23 (b) Title II of the Act is amended by redesignating sec-
24 tion 219 of part C as section 219-1.

1 (c) Section 213 of the Act is amended by striking out
2 “this section” and inserting in lieu thereof “section 214”.

3 TITLE X—AMENDMENTS TO MANPOWER DEVEL-
4 OPMENT AND TRAINING ACT OF 1962

5 SEC. 1001. (a) The Manpower Development and Train-
6 ing Act of 1962 is amended by inserting the following after
7 the period at the end of section 201: “Whenever appropriate,
8 the Secretary of Labor shall coordinate and provide for com-
9 binations of programs, to be pursued concurrently or sequen-
10 tially, under this Act with programs under other Federal
11 Acts, where the purposes of this Act would be accomplished
12 thereby.”

13 (b) The Manpower Development and Training Act of
14 1962 is amended by adding at the end of section 203 (c)
15 the following: “Notwithstanding any provision to the con-
16 trary in this subsection or in subsection (h), the Secretary
17 may refer any individual who has completed a program
18 under part B of title I of the Economic Opportunity Act of
19 1964 to training under this Act, and such individual may
20 be paid a training allowance as provided in section 203 (a)
21 of this Act without regard to the requirements imposed on
22 such payments by the preceding sentences of subsection (c)
23 or by subsection (h) of this section. Such payments shall
24 not exceed the average weekly gross unemployment com-

1 pensation payment (including allowances for dependents)
2 for a week of total unemployment in the State making such
3 payments during the most recent four-calendar-quarter period
4 for which such data are available. Such persons shall not
5 be deemed youths for the purpose of applying the provision
6 under this subsection limiting the number of youths who
7 may receive training allowances.”

8 (c) The Manpower Development and Training Act of
9 1962 is amended by inserting the following after part C of
10 title II:

11 “PART D—WORK EXPERIENCE AND TRAINING PROGRAMS

12 “SEC. 251. (a) The Secretary of Labor in cooperation
13 with the Secretary of Health, Education, and Welfare shall
14 provide, under this part, programs for needy persons who
15 require work experience or special family and supportive
16 services, as well as training, in order that they may be assisted
17 to secure and hold regular employment in a competitive
18 labor market. Such programs shall—

19 “(1) provide for the selection of participants pur-
20 suant to procedures and criteria jointly prescribed by the
21 Secretary of Labor and the Secretary of Health, Educa-
22 tion, and Welfare;

23 “(2) include pretraining services and basic main-
24 tenance, health, family and day care, counseling, and
25 similar social services, and basic education, as provided

1 by the Secretary of Health, Education, and Welfare pur-
2 suant to section 502 of the Economic Opportunity Act
3 of 1964, as amended;

4 “(3) provide through agreements with appropriate
5 public or private nonprofit agencies, work experience to
6 the extent required to assist participants in developing
7 necessary work attitudes or to prepare them for work or
8 training involving the acquisition of needed skills;

9 “(4) provide testing, counseling, training either on
10 or off the job (including classroom instruction where
11 needed through appropriate arrangements agreed to by
12 the Secretary of Labor and the Secretary of Health,
13 Education, and Welfare), to assist participants to de-
14 velop their occupational potential, improve their occupa-
15 tional level and secure promotion or advancement;

16 “(5) provide, through appropriate arrangements
17 with employers, labor organizations, other public and pri-
18 vate agencies, for development where needed of addi-
19 tional employment opportunities for participants, for job
20 referral and follow-up services required to assist par-
21 ticipants in securing and retaining employment and
22 securing possibilities for advancement; and

23 “(6) provide, in accordance with the criteria pre-
24 scribed in section 104 of this Act, relocation assistance
25 to involuntarily unemployed individuals where the Sec-

1 retary of Labor determines they cannot reasonably be
2 expected to secure full-time employment in the commu-
3 nity in which they reside.

4 “(b) In developing and approving programs under
5 this part, the Secretary of Labor shall give priority to pro-
6 grams with a high-training potential and which afford the
7 best prospects for contributing to the upward mobility of
8 participants.

9 “(c) Notwithstanding any other provision of this Act,
10 the provisions of section 503 of the Economic Opportunity
11 Act of 1964, as amended, shall govern the use and appor-
12 tionment among the several States of funds provided pursuant
13 to such Act for the purpose of carrying out this part.”

14 TITLE XI—AMENDMENTS TO EDUCATION ACTS

15 SEC. 1101. (a) Section 205 (b) (2) (A) (iv) of the Na-
16 tional Defense Education Act of 1958 is amended by strik-
17 ing out “section 603” and inserting in lieu thereof “title
18 VIII”.

19 (b) (1) Section 427 (a) (2) (C) of the Higher Educa-
20 tion Act of 1965 is amended (1) by striking out “or” before
21 “(iii)”, and (2) by inserting immediately after “Peace
22 Corps Act,” the following: “or (iv) not in excess of three

1 years during which the borrower is in service as a volunteer
2 under title VIII of the Economic Opportunity Act of 1964,".

3 (2) The amendments made by this section shall not
4 apply to any loan outstanding on the effective date of this
5 Act without the consent of the borrowers.

A BILL

To provide for continued progress in the
Nation's war on poverty.

By Mr. GIBBONS

MAY 17, 1966

Referred to the Committee on Education and Labor

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(FOR INFORMATION ONLY;
NOT TO BE QUOTED OR CITED)

Issued May 19, 1966
For actions of May 18, 1966
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HIGHLIGHTS: House agreed to conference report on Interior appropriation bill, including Forest Service. House passed participation sales bill. House committee voted to report food-for-freedom bill.

HOUSE

- 1. APPROPRIATIONS.** Agreed to the conference report on H. R. 14215, the Interior and related agencies appropriation bill, including Forest Service. (pp. 10378-82). See Digest 81 for a table reflecting the action of the conferees.
- 2. PARTICIPATION SALES.** Passed with an amendment (to substitute the language of a similar bill, H. R. 14544) S. 3283, to promote private financing of credit needs and to provide for an efficient and orderly method of liquidating financial assets held by Federal credit agencies. H. R. 14544, previously passed with amendments, was tabled. pp. 10382-413

3. POSTAL RATES. The Post Office and Civil Service Committee reported without amendment H. R. 14904, to revise postal rates on certain fourth-class mail (H. Rept. 1543). p. 10459
4. STOCKPILING. Passed without amendment H. R. 13769, to authorize the disposal of cordage fiber (sisal) from the national stockpile. p. 10414
5. FOOD FOR FREEDOM. The Agriculture Committee voted to report (but did not actually report) H. R. 14929, amended, to promote international trade in agricultural commodities, to combat hunger and malnutrition, and to further economic development. p. D432
6. POVERTY. The Education and Labor Committee voted to report (but did not actually report) H. R. 15111, the proposed Economic Opportunity Act of 1966. p. D432
Rep. Rhodes, Pa., inserted an article, "Poverty War Does Vital Job Despite Flaws." p. 10422
7. ROADS. The Public Works Committee voted to report (but did not actually report) H. R. 14359, amended, to authorize appropriations for the fiscal years 1968 and 1969 for the construction of certain highways. p. D433
8. CONSERVATION. Rep. Landrum commended the progress made in Ga. through participation in sound soil and water conservation measures. pp. 10426-7
9. RECREATION. Rep. Wydler protested the proposed building of two dams in the Grand Canyon. pp. 10429-30
10. INFLATION. Rep. Curtis inserted two articles taking "a highly critical look at the administration's policy to deal with inflation." pp. 10435-6
11. INFORMATION. Rep. Rhodes, Ariz., inserted the Republican Policy Committee statement urging enactment of the freedom of information bill. pp. 10437-8
12. FORESTRY. Rep. George W. Andrews commended the running of the first forestry special train in Ala. carrying top forestry, governmental, and industrial leaders to a field forestry demonstration. pp. 10442-4
13. RESEARCH. Received from Interior a proposed bill to authorize that Department to contract for scientific and technological research; to Interior and Insular Affairs Committee.

ITEMS IN APPENDIX

14. FARM PROGRAM. Rep. Tunney inserted Lionel Steinberg's statement on Calif. agriculture on the occasion of the visit of Under Secretary Schnittker. pp. A2677-8
15. MEAT IMPORTS. Extension of remarks of Rep. Berry expressing "great alarm and fear" on the rapidly increasing meat imports. p. A2681
16. PEANUT BUTTER. Extension of remarks of Rep. O'Neal, Ga., calling attention to the nutritious value of peanut butter "the most important food in the school lunch program", and inserting an article, "Youngsters Cling to Peanut Butter." p. A2682

June 1, 1966

15. PRICE STATISTICS. Sen. Proxmire said we need better statistics on prices and price changes. pp. 11410-11
16. RURAL DEVELOPMENT. Sen. Byrd, W. Va., inserted an article reviewing rural development at Morgantown, W. Va. pp. 11465-6
17. RECREATION. Passed without amendment H. R. 10451, to authorize the Interior Department to transfer certain lands in Colo. to the Forest Service for recreation development. This bill will now be sent to the President. pp. 11391-2
18. RESEARCH. A subcommittee of the Labor and Public Welfare Committee approved for full committee consideration S. 2439, authorizing sea-grant colleges for research, etc., in the marine sciences. p. D474

HOUSE

19. POVERTY. The Education and Labor Committee reported without amendment H. R. 15111, to make various amendments to the Economic Opportunity Act (H. Rept. 1568). p. 11354
20. FARM PROGRAM. Rep. Poage discussed various aspects of the farm program in what he said was an "attempt to explain the general value of our farm program." Several other Representatives joined in the discussion. pp. 11331-4
Rep. Dole criticized ASCS for sending to ASCS State officials a memorandum which he stated was a "project...to defend this administration's farm record." pp. 11303-4
21. DAIRY INDUSTRY. Rep. Byrnes, Wisc., stated that another increase in the support level for manufacturing milk will be "meaningless" if the administration "continues to kill markets for dairy products." p. 11303
Rep. Resnick inserted his letter to Secretary Freeman urging an increase in the production of milk and dairy products. p. 11343
22. VETERANS' AFFAIRS. Rep. Saylor discussed some of the "inequities" of the newly enacted GI bill and stated his intention to introduce legislation to "correct" them. pp. 11324-5
23. RESEARCH ANIMALS. Rep. Cleveland urged support of his bill for humane treatment of research animals, which he stated is broader than the legislation now being considered in the Senate committee, and inserted two editorials on the subject. pp. 11329-30
24. ELECTRIFICATION. Rep. Bow criticized the bills to "provide additional sources of financing for the rural electrification program" and urged Congress to make a thorough study of this proposed legislation. pp. 11340-1
25. LABOR STANDARDS. Rep. Dent inserted an Amalgamated Clothing Workers resolution urging enactment of H. R. 13712, the minimum wage bill. pp. 11350-1
26. NATURAL RESOURCES. Rep. de la Garza expressed concern over the "lack of public interest and support in resource conservation and development". p. 11353

ITEMS IN APPENDIX

27. WATER POLLUTION. Rep. King, Utah, inserted an article, "Now to Get Clean Water Program in Gear." pp. A2962-3
Reps. Monagan and St. Onge inserted material on a report submitted by the Conn. Clean Water Task Force. pp. A2977-8, A2978-80
Rep. Howard inserted Rep. Blatnik's speech on his efforts for clean water. pp. A2983-5
28. SOIL CONSERVATION. Extension of remarks of Rep. Cederberg praising soil conservation districts and inserting W. D. Miller's, SCS, article, "Conservation Adds Beauty." pp. A2963-4
29. INFORMATION. Extension of remarks of Rep. Quillen expressing support for the freedom of information bill. p. A2977
30. RESEARCH ANIMALS. Extension of remarks of Rep. Roncalio favoring Sen. Hill's bill to provide humane treatment for laboratory animals. p. A2983
31. DAIRY FARMS. Rep. Stalbaum inserted two articles, "'Low Income' Main Reason Given By Farmers for Dairy Herd Sales", and "Why Dairy Farmers Sell Herds." p. A2986
32. TREE FARMING. Rep. Cleveland inserted an article describing the history and background of tree-farming. pp. A2986-7

BILLS INTRODUCED

33. MILITARY TRAINING. S. 3438 by Sen. Smathers, to amend section 6(i) of the Universal Military Training and Service Act, as amended, relating to the deferment of students under such act; to Armed Services Committee. Remarks of author pp. 11360-1
34. PERSONNEL. S. 3440 by Sen. Brewster, to grant court leave to employees of the United States when appearing as witnesses on behalf of a State in any judicial proceeding; to Post Office and Civil Service Committee. Remarks of author p. 11361
35. LOANS. H. R. 15389 by Rep. McGrath, to extend the benefits of the Consolidated Farmers Home Administration Act to oyster planters; to Agriculture Committee.
36. TAXATION. H. R. 15394 by Rep. Robison, to amend the Internal Revenue Code of 1954 to allow a deduction for contributions to candidates for elective Federal office or to political parties; to Ways and Means Committee.
37. REPORTS. H. Res. 874 by Rep. Bennett, amending the Rules of the House of Representatives to require the inclusion of additional information in committee reports on certain bills and joint resolutions; to Rules Committee. Remarks of author p. 11353
38. FLOOD CONTROL. S. 3429 by Sen. Thurmond, to amend the River and Harbor Act of 1965 to prohibit certain fees being charged in connection with projects for navigation, flood control; to Public Works Committee. Remarks of author pp. 11357-8

Union Calendar No. 709

89TH CONGRESS }
2d Session }

HOUSE OF REPRESENTATIVES

{ REPORT
No. 1568

ECONOMIC OPPORTUNITY AMENDMENTS OF 1966

JUNE 1, 1966.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. POWELL, from the Committee on Education and Labor,
submitted the following

R E P O R T

together with

MINORITY VIEWS

[To accompany H.R. 15111]

The Committee on Education and Labor, to whom was referred the bill (H.R. 15111) to provide for continued progress in the Nation's war on poverty, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

PURPOSE OF THE LEGISLATION

The Committee on Education and Labor has conducted an extensive investigation into the Economic Opportunity Act of 1964, as amended. This investigation extended over a period of approximately 1 year, including hearings in Washington by the committee lasting over 2 weeks, and on-the-spot and field investigations of 79 different programs in 22 States and the District of Columbia.

The investigations included visits to 15 Job Corps conservation and urban training centers. Also included were spot checks on the operation of Neighborhood Youth Corps and intensive investigation of 58 Community Action programs in large cities such as New York, Chicago, Los Angeles, Boston, and Detroit and rural communities in North Carolina, Texas, New Mexico, and West Virginia. In fact, the investigation covered the entire range of programs funded under the Economic Opportunity Act.

The committee has spent many hours in open and executive session, and the legislation we present is the result of these extensive deliberations and in-depth investigations.

The committee recognizes the need to mobilize a larger portion of our national resources for the conduct of the war on poverty, but cognizant of the other national commitments and responsibilities, it has reported a bill which comes within the President's budget.

The committee has, this year, attempted to take advantage of the experience gained from the more than 1½ year's operation of the war on poverty. The 1966 amendments will take maximum advantage of those programs offering the greatest opportunity for success. In so doing, the committee feels the cycle of poverty can be broken by beginning first with young children; therefore, the authorization for Operation Headstart has been vastly expanded with its child development and family strengthening program.

The committee also feels that it should encourage the present healthy demand for workers by expanding job training programs, such as the Neighborhood Youth Corps, the work experience program of title V, and the new program to be conducted under title II for subprofessional training in the public service areas. The quickest and the most logical road from poverty to prosperity is a good job and **hard work.**

No war on poverty can be successful unless there is a healthy economy. Never in our Nation's history has there been as fruitful an opportunity to win a war on poverty as the present time. We must exploit this opportunity to its greatest potential. Job training and work experience programs, together with a massive assault on the problems that lock young children into poverty, are believed to be the wisest use of the limited resources made available under this act.

The committee wishes to preserve and to help expand the creative and innovative work by the Office of Economic Opportunity and of those at all levels of government who have joined in this crusade to help others help themselves. We believe that the war on poverty has been conscientiously led and that steady progress is being made toward the attainment of our goal.

Aware that the creation of the Job Corps has proved to be a far more difficult task than first anticipated, the committee feels the experience gained is worth the effort and that the cost per enrollee in this program will be substantially reduced in the coming year.

Specific changes in the community action programs to promote more rapid and successful action in the coming year have been made. Likewise, the committee has sought to improve the operation of the title V work experience program coordinating this program with other manpower programs conducted by our Government.

We feel these 1966 amendments to the Economic Opportunity Act will not only enhance the effectiveness of the entire program, but will materially increase the program's productivity and impact.

The great human assets sought to be saved are so precious they deserve nothing but our best efforts. The national interest served by this program is the finest expression of American democracy—a better way of life for all Americans regardless of station in life, geography or education.

TITLE I—YOUTH PROGRAMS

To more and efficiently fulfill the goals of this title of creating new opportunities and expanding existing ones for young people to obtain education, training, and work, several legislative changes have been necessary.

PART A—JOB CORPS

Section 101 of H.R. 15111 amends section 103(a) of the Economic Opportunity Act of 1964 so as to insure that all Job Corps studies, evaluations, proposals, and data produced or developed with Federal funds in the course of the operation of any conservation camp or training center shall become the property of the United States.

Since Job Corps contractors use Federal funds to finance studies and evaluations of center operations and since such documents may bear significantly upon congressional review of the program, they obviously are of concern to the Congress and its responsible committees. During the course of this year's war on poverty investigation the committee was dismayed to encounter a contractor who sought to withhold such reports on the basis of a claimed "proprietary" interest. In light of the overriding public interest in the information in these documents and their financing by Federal Job Corps funds, such a situation is intolerable.

The amendment is not intended to preclude arrangements needed to facilitate the dissemination of program and training materials, including curriculum materials, which may have been developed by contractors, as long as the agreement preserves appropriate controls that will allow Government use on a royalty-free basis. On the other hand, the form of agreement should deter contractors from asserting proprietary rights vis-a-vis the public interest and the Congress in order to suppress or conceal data, studies, evaluations, and proposals.

Our investigators further found that many Job Corps graduates who were capable of advanced work were not being afforded the opportunity of obtaining a high school equivalency certificate. If the Job Corps is to assist school dropouts to secure decent jobs, it must take vigorous steps to enable corpsmen to obtain this certification, otherwise they may remain unemployed or underemployed.

Accordingly, the committee is requiring the Job Corps to make a more determined effort to secure the cooperation of State departments of education in relaxing age, residency or other requirements which may operate to preclude the granting of certificates to enrollees unable to pass the high school equivalency test. Even where there may be legal barriers to the certificate, enrollees should be encouraged through assistance to take the test itself. The Federal civil service, the Armed Forces, and many businesses and educational institutions will accept satisfactory scores on the test in lieu of a high school diploma.

This is not meant to limit the variety of approaches the Job Corps can adopt in raising the educational qualifications of enrollees, including the encouragement of reentry into school after departure from the corps, the fostering of special arrangements with colleges with programs such as Project Upward Bound, and agreements with businessmen or union officials running apprenticeship programs to relax entrance standards for youths whose Job Corps records demonstrate ability.

Job Corps has already a modicum of success in this direction. To the extent the Job Corps is able to eliminate the arbitrary paper barriers which prevent youths from receiving opportunities consonant with their real abilities, to that extent will there be a relaxation of those same barriers for the poor generally.

Since women form about one-third of our labor force and considerably more of our unemployed, the Job Corps was designed to permit young women as well as young men to participate. The objective of the Congress, as stated in the 1964 Economic Opportunity Act report of this committee, was to guarantee that a minimum of one-third of those benefited would be women.

This objective was reaffirmed last year when it appeared that less than 1 percent of the young people enrolled in the Job Corps in the opening months were women. The committee at that time called attention again to congressional intent and the evident discrepancy between legislative intent and Job Corps performance. Recognizing that the program was innovative and untested and that some administrative problems could be expected in the beginning, the committee did not recommend an amendment to require enrollment of a specific number of young women by the end of the current fiscal year.

The Job Corps, however, has not made satisfactory progress in the enrollment of young women. The committee now believes that such a statutory requirement should be adopted for fiscal year 1967. Data submitted by the Office of Economic Opportunity during hearings on the bill indicated that by the end of June 1967, Job Corps planned a capacity for only 6,000 women against 39,000 men. Even if this goal were achieved, two and a half years after initiation of the program, Job Corps would still be less than halfway to attaining the minimum proportion of young women it has been directed from the start to achieve.

The significance of this gap between the congressional goal and planned program performance is highlighted by the alarmingly high rate of unemployment among young women at a time when unemployment generally is at its lowest point in many years. Last year, unemployment among girls 14 to 19 was 14.3 percent as compared with 13.1 among boys in the same age group. For those 20 to 24, the rate was 7.3, as compared to 6.3 for young men. For nonwhite girls, the rates were the highest of any group—29.8 for girls 14 to 19 and 13.7 for women 20 to 24, compared to 22.6 and 9.3, respectively, for nonwhite boys and young men in the same age group.

The Job Corps program must be adjusted in light of these facts and the twice repeated congressional directive in order to fulfill its mission of serving all American youth, female as well as male.

Much to the disappointment of the committee, fiscal year 1967 contracts and commitments make it impossible for the Job Corps to reach the one-third goal during the coming fiscal year.

This year's amendment, commands the Director to take such action as may be required to assure that a minimum of 10,000 young women will be included in the corps by the end of the year. This minimum is to be regarded as an interim figure and must be achieved without an increase in the overall residential capacity, established at 45,000 in accordance with budget requirements. The committee does not believe that enrollment by the end of fiscal year 1967 of a sufficient number of young women necessitates any expansion of the program beyond budgeted capacity.

A thorough evaluation of the program's merits and shortcomings is not yet possible in the absence of sufficient graduates to supply reliable data. With this fact in mind and the present high cost per enrollee, the committee has set a ceiling of 45,000 enrollee positions or training slots for all conservation camps and urban centers. During the course of fiscal 1967, it is the intent of the committee to thoroughly analyze the overall Job Corps philosophy and operations and to explore alternative approaches to the problem.

Any attempt to objectively evaluate the Job Corps must take into account that its target population is youngsters who are not only poor, but also have no other alternative training available to them.

Under the present act, a Job Corps enrollee, if disabled in the course of his duties, receives benefits under the Federal Employees' Compensation Act, based on a "simulated salary" of \$150 per month. After the disabled ex-enrollee reaches 21 and is still disabled, his compensation is recomputed and based upon the entrance salary for a GS-2 Federal employee.

Section 105 of this bill would simplify this formula by providing that compensation for disabling injuries would be based on a "simulated salary" equal to the entrance salary of a GS-2 from the date that compensation begins without regard to the age of the injured enrollee. This amendment is consistent with the action of this committee this year in amending the Federal Employees' Compensation Act to set the salary of a GS-2, step 1, as the floor for benefits paid to totally disabled Federal employees—a recommendation which was approved by the House without a dissenting voice.

The Job Corps program offers considerable leeway for experiment and innovation. The more imaginative it is in seeking new approaches to aiding youth become employable, the more valuable it will be. In this connection, we believe that the Corps should give special attention to the possibility of combining residential programs with day education and training for disadvantaged young people living in nearby areas. Job Corps centers are often located in areas where many young men and women are in need of educational training but who would not profit from long-term residential experience. In some cases, such centers could serve as intermittent residences for those receiving training, for instance, during periods of emergency when home conditions might interfere with an enrollee's ability to continue his education and training program.

To insure this concept will be fully explored the committee has included in the bill a provision requiring the Director to exercise existing authority to undertake at least one pilot project to determine the feasibility of integrating day enrollees into a residential center. The language would permit the Director to waive existing statutory provisions where they are inappropriate for day students. It would also require the Director, on or before March 1, 1968, to submit a report to the Congress on the degree of effectiveness of this pilot project.

PART B—WORK TRAINING PROGRAMS

The Neighborhood Youth Corps was established as a major youth training program in the war against poverty during fiscal 1966. As was predicted in both the legislative and appropriation hearings last year, the Neighborhood Youth Corps faced far greater demands on its resources than any other program of the Economic Opportunity

Act. Administered in the Manpower Administration of the Department of Labor, this program provides useful employment and earnings for young people 16 through 21 to enable them to finish their education or to improve their employability.

The committee and its war on poverty task force devoted considerable attention to the Neighborhood Youth Corps. We have concluded the program should be strengthened and its authorization substantially increased. Even with these improvements, close coordination with training programs under the Manpower Development and Training Act as well as utilization of remedial education and other services available under the Elementary and Secondary Education Act will be necessary if the Neighborhood Youth Corps is to reach a significant portion of the young people of America who need the training, work experience, and earnings it furnishes. Even with coordination and the increased authorization provided in this bill, the Neighborhood Youth Corps cannot expect to enroll all impoverished young men and women in the United States. For this reason, the committee urges the Neighborhood Youth Corps to continue its policy of giving top priority to the youth most in need of its vital services.

The in-school program of the Neighborhood Youth Corps has been changed to reflect the experiences of school administrators and teachers throughout the United States as reported in hearings before the committee. The strict age limitations for the Neighborhood Youth Corps have, therefore, been abandoned in favor of including all students in the 9th through 12th grades of school who are from low-income families. In addition, young boys and girls from low-income families who are of high school age, but who, for various reasons, are in lower grades are also eligible for enrollment in the Neighborhood Youth Corps. The committee expects the Neighborhood Youth Corps to provide appropriate regulations and conditions, safeguarding the younger students who will be eligible for part-time work in the in-school program.

The out-of-school program has been changed to reflect the findings of the first year of full operation. Young men and women who have dropped out of school and who do not intend to return need more than work experience to make them employables. The Neighborhood Youth Corps work experience must be combined with educational and other training assistance, such as occupational skill training and basic literacy training. In directing the Neighborhood Youth Corps to enrich the content of the out-of-school program, the committee is aware the effect may also reduce the number of people who can be served. The committee is convinced this added emphasis on quality in the Neighborhood Youth Corps' out-of-school program is essential to its continued success.

Another major improvement in the out-of-school program involves its expansion to encompass on-the-job training in the private sector of the economy. At present, such training is limited to public and private nonprofit organizations. The record, however, indicates the majority of jobs for Neighborhood Youth Corps enrollees have been found in private employment. Broadening the training program will not only ease the transition from training to work, but reduce the cost to the Government.

Under this private on-the-job training portion of the bill the Neighborhood Youth Corps will pay legitimate training costs, but the pay-

ment of wages will remain the responsibility of the employer. As in public employment, the Neighborhood Youth Corps will be required to make certain the work of enrollees will not displace any employed workers nor impair existing contracts for services.

Substantial evidence was presented to the committee that local sponsors of Neighborhood Youth Corps projects need additional flexibility to attract and keep dropouts at work and in supportive classes. For that reason, the committee wishes to make it clear that the Neighborhood Youth Corps is authorized to pay enrollees for time spent in educational classes, training courses, and other activities connected with their work experience. This will encourage local sponsors to induce young men and women to take advantage of the training and other remedial education services that are so essential to their preparation for the world of work.

The committee supports the concern of the Neighborhood Youth Corps with the development of meaningful work experiences and ultimate job placement for its enrollees and the avoidance of menial jobs without any exit. The bill states that priority shall be given to projects that provide good training opportunities as well as the potential for enrollees to improve their skills and move upward on the occupational ladder. The Youth Corps is expected to make full use of the authority granted it by this bill to design the mixture of services and job training opportunities best suited to the needs of its enrollees. Local sponsors, who are the backbone of the Neighborhood Corps, must have the flexibility to move enrollees from training and work situations into on-the-job opportunities and eventually into private employment.

Coordination and cooperation is expected to be intensified within the Manpower Administration of the Department of Labor to link training programs authorized under the Manpower Development and Training Act, both institutional and on-the-job, with training needs of Neighborhood Youth Corps enrollees. Neighborhood Youth Corps sponsors shall have the same flexibility in enrolling disadvantaged youth as the legislation provides for the Job Corps. Enrollees may not be taken into the Neighborhood Youth Corps after their 22d birthday, but individuals previously enrolled may remain in training after their 22d birthday for the duration of the particular program if in the judgment of the local sponsor such training is benefiting the young man or woman.

The efforts the Corps has made to achieve equitable distribution of assistance among the States as required in the Economic Opportunity Act has been noted approvingly by the committee. Where States were not prepared to participate in the Neighborhood Youth Corps, appropriate steps have been taken to employ the aid where it was most needed. Although such flexibility is desirable, it is apparent the increasing demands placed upon the Neighborhood Youth Corps and the growing awareness of the value of the program mean that very few States will fail to exhaust their share of the appropriations available to the Neighborhood Youth Corps in the coming fiscal year.

The Neighborhood Youth Corps should continue to take effective staff action to comply with title VI of the Civil Rights Act and make certain that minority groups are involved in all projects. In particular, special attention should be paid to any evidence that the least attractive job opportunities in the Neighborhood Youth Corps are

being earmarked for minority enrollees. The Corps' efforts to insure that local project staff members are entirely representative of the communities they serve should be vigorously maintained.

The authorization of the Neighborhood Youth Corps is set at a minimum of \$496 million. It is the intention of the committee that of all funds appropriated for title I, which includes both Job Corps and the Neighborhood Youth Corps, the full authorization for the Neighborhood Youth Corps shall be made available first, with the remainder going to operation of the Job Corps. This authorization would result in (1) an estimated 180,000 in-school opportunities during the next school year; (2) 180,000 summer jobs to bridge the gap between spring and fall and insure a return to school for disadvantaged youngsters; and (3) 85,000 12-month job opportunities for dropouts in programs providing the combination of work experience, training, and education most likely to move them into productive full-time employment.

Many more young men and women will be served than is indicated by the number of job opportunities, for as one enrollee leaves to move into advanced training or a job, his place is taken by another boy or girl. Although the total number of job opportunities is not increased in direct proportion to the increase in authorization over fiscal 1966, the committee is convinced that program enrichment has a higher priority at this time than a mere increase in numbers of enrollees.

TITLE II—URBAN AND RURAL COMMUNITY ACTION PROGRAMS

PART A—COMMUNITY ACTION PROGRAMS

Under the Economic Opportunity Act a "community" for purposes of a Community Action program may be a State, metropolitan area, county, city, town, multicounty unit, or multicounty unit.

The bill amends this definition so as to make clear to the Office of Economic Opportunity that a community may also be a neighborhood or any other area sufficiently homogeneous in character to be appropriate for an attack on poverty. The determination of the appropriateness of such an area may be made irrespective of boundaries or political subdivisions.

The amendment reflects the committee's strong belief that the choice of any area for purposes of a comprehensive Community Action program should not be determined on the basis of jurisdictional lines drawn for other purposes.

While the act now specifically authorizes the Director to consider as a "community" an area which is broader than a city, town, county, or political subdivision, it is equally important that he view as a community a neighborhood or other area that is smaller than an existing political subdivision such as Watts in Los Angeles, Bedford-Stuyvesant and Harlem in New York, and the Hough area in Cleveland.

Particularly in large urban centers there are apt to be wide variations among different neighborhoods, each with many thousands or many hundreds of thousands of people, its own needs, and its own pattern of neighborhood organizations and institutions. In view of this it is essential that programs be established on a more limited area or neighborhood basis, whenever it is feasible to do so.

The committee has imposed an additional requirement regarding the composition of a community action agency's board. Henceforth

when a board contains representatives from various geographical areas in a community each such representative must actually live in the area he represents.

The inclusion of representatives of the residents of the areas served by a Community Action program on the policymaking boards of Community Action agencies is an effective way of assuring the "maximum feasible participation" of the poor required by section 202. Community Action programs generally concentrate on areas where there is a high incidence of poverty. It is entirely appropriate that the concerns of such geographical areas be represented on the Community Action board by residents of these areas. As a result of the amendment the various target areas will be represented by residents who are knowledgeable of conditions in the area and of the concerns of its inhabitants, rather than by some nonresident arbitrarily selected to represent them.

The committee has inserted a section to direct the allotment of funds to the States for Community Action programs in accordance with the latest available calendar or fiscal year data on relative unemployment and numbers of public assistance recipients within the States.

Under the law 80 percent of funds for Community Action development and conduct and administration grants are distributed according to a three-factor formula—relative number of public assistance recipients, unemployment, and number of children under 18 living with families having an annual income under \$1,000. The amendment would tend to assure that allotments reflect population shifts which may affect absolute numbers of persons counted for purposes of the formula and that they take account of any relatively sharp economic changes affecting particular States. For example, without use of current data, a State which undergoes a sharp economic decline and whose relief rolls burgeon would be assigned too small an allotment. On the other hand, a State which experienced a drop in the number of its public assistance recipients would be allotted too much.

The committee task force, during the course of its investigation, found a number of local Community Action agencies topheavy with high-priced personnel. For example, the United Planning Organization, the District of Columbia's War on Poverty agency, was found to have at least 61 employees earning approximately \$12,500 and up to \$25,000 a year.

Such a diversion of funds from their proper beneficiaries cannot be tolerated and the committee has, therefore, amended section 205 of the act to provide that where a Community Action agency pays an employee more than \$12,500 per year, payment of the excess may not be made from Federal funds. The amendment also states that any amount paid an employee in excess of that figure may not be considered as part of the non-Federal contribution which the recipient of a Community Action grant must make toward the cost of the program, in order to avert shifting the cost of salary excesses back to the Federal Government by bookkeeping procedures.

By limiting the Federal contribution, the committee believes that local agencies will be forced seriously to consider whether large numbers of high-salaried personnel are necessary to operate their programs successfully.

PUBLIC SERVICE EMPLOYMENT TRAINING PROGRAM

On December 9, 1965, in a major statement on the war on poverty, Chairman Powell declared:

Should not the primary thrust of the whole antipoverty effort be on jobs? Unemployment is the single biggest scourge in the existence of poverty. To the extent we ignore the creation of a viable national employment program, to the same extent we prostitute the war on poverty.

The chairman subsequently directed that a new emphasis on the creation of jobs and job training be included in the 1966 amendments.

If unemployment is to be significantly curtailed as a substantial cause of poverty, complementary programs providing jobs, training, education, and opportunity for permanent economic advancement are essential to assist the hard-core unemployed, and the countless persons whose unemployment is not exposed to statistical view because they have dropped out of the job market.

The Job Corps and the out-of-school component of the Neighborhood Youth Corps are designed to focus on employment for youth, while work experience under title V concentrates, although not exclusively, on relief recipients.

There remains a substantial pool of hard core, chronically unemployed persons who have not been effectively reached by these Federal programs.

This pool consists primarily of nonwhite adults, whose rate of unemployment is twice that of white adults, and people 45 years of age or older, almost 1 million of whom were actively looking for work in March 1966.

A 1965 amendment to the Economic Opportunity Act sponsored by Senator Nelson of Wisconsin resulted in a proposal to reach the chronically unemployed poor by having them participate in community beautification. Operation Green Thumb, a project which has hired older farmers and farm laborers to beautify highways in Arkansas, Minnesota, New Jersey, and Oregon is an example of the potential of this program.

The committee believes that the Nelson amendment, as it now stands, is too limited in the scope of the activities it supports and the size of the program it envisions to reduce substantially the many who are hard-core unemployed. The committee has, therefore, recommended a new amendment specifically designed to enable chronically unemployed individuals to secure entry positions other than as professionals in the public service sector of the economy with built-in opportunities for training and experience. Hopefully these opportunities will lead to promotion and advancement. The outlines of this program were first presented by Congressman James Scheuer.

The demand for human services is urgent. OEO and the Department of Labor estimate the potential employment for aids in the field of health alone, before the advent of medicare, to exceed 1.2 million.

Comparable figures for education, urban improvement, and welfare approximate 3 million. The supply of trained personnel to fill these vital positions is inadequate at present and personnel shortages will become more severe in the future.

Therefore, a public service employment training program will have an anti-inflationary impact on the cost of human services by creating a supply of manpower to keep pace with increasing demand, while reducing chronic unemployment.

The \$88 million we have allocated for this program in fiscal 1967 would provide jobs, training, and supportive services for approximately 30,000 to 40,000 people, when coupled with funds available for the employment of aids under medicare and the Elementary and Secondary Education Act.

Given this limited magnitude, the program would, in effect, operate as a demonstration, proving the need for subprofessional or nonprofessional (or similarly designated) personnel and the feasibility of training and utilizing properly supervised chronically unemployed persons to satisfy the need.

If it is to succeed as a meaningful demonstration, the funds must not be scattered piecemeal into every State and county in the United States, but must, instead, be expended in substantial amounts in the few communities where the highest concentrations of chronically unemployed persons are, and where training and employing sizable numbers of such persons in subprofessional capacities can be expected to have the greatest impact upon poverty.

To guarantee that only the chronically unemployed benefit, the committee expects that the program would be limited to those persons from low-income families who have either been unemployed for over 15 consecutive weeks or repeatedly unemployed over the prior 2 years or underemployed (less than 20 hours per week) for over 26 consecutive weeks.

Eligible workers should have no reasonable prospects for full-time employment and be unable to secure either appropriate employment or training assistance under other Federal manpower programs. This job program must be reserved for the hard core, structurally unemployed, who previously have been bypassed by both public and private employers and who might otherwise be denied opportunities to better their position in life.

Since the manpower pool for the positions in this program will, despite these limitations upon eligibility, still be larger than the available openings, some selectivity will inevitably be involved.

In the recruitment process the existence of a record of criminal arrests and/or convictions, which normally results in involuntary unemployment irrespective of ability or desire, should not exclude any individual from employment, unless the record reveals recent conviction of a crime whose circumstances are substantially related to the available positions.

An important measure of the program's progress will be the extent to which professionals are able to tailor the time-consuming tasks they now perform to the skills and potentials of lower paid persons who lack their educational qualifications.

Funds extended under this program to sponsoring public and non-profit private agencies, organizations or institutions, on a 90-percent matching basis, shall be available for paying the wages of the persons employed at a rate at least equal to the Federal minimum. The committee wishes to emphasize that all projects undertaken under this section are to be locally conceived, organized, and operated to reflect local needs for human services.

This program is not intended simply as a mechanism for supplying compensated work.

Its purpose is to provide jobs as means, not as dead ends. The subprofessional positions should be vehicles enabling participating individuals either to advance within their field of service to more meaningful work at higher levels or to obtain permanent employment in the private sector of the economy. Career potential must be a prime characteristic of any job offered under this program.

To accomplish this basic objective of developing skills and careers, it will be necessary to furnish substantial, carefully planned, and periodically evaluated training to all participants.

On-the-job or in-service training is strongly recommended, but the committee recognizes that many of the newly created aid jobs will require some degree of orientation as well. Efforts to raise the employees' educational level should be undertaken in conjunction with occupational training and should include, where necessary, instruction in literacy and other basic skills.

Health services in the form of preemployment examinations and minor medical treatment should be available to assure participants' physical fitness to perform their assigned tasks as well as counseling and any other supportive service necessary to assure promotion and advancement.

The committee hopes that the Nelson-Scheuer program will make a major dent in the pool of hard-core unemployment by offering them career opportunities and, concomitantly, improve the quality of services received by every member of society.

USE OF PUBLIC FACILITIES

The committee has added a provision requiring the Director to give special consideration to Community Action programs which made maximum utilization of existing facilities during times when they are not in use for their primary purpose.

Funds available to localities for Community Action programs are limited and cannot meet all of the many pressing needs of impoverished areas for both facilities and services. Efficient use of such funds necessitates taking full advantage of existing facilities, such as schools, community centers, settlement houses, and other facilities to house Community Action projects. In many cases, such facilities are in use for only part of the day, and can be used in the afternoon or evening hours.

It is not intended that programs be restricted to use of such existing facilities. In some communities the shortage of usable facilities means that additional resources must be sought through conversion of existing vacant structures. In other cases, communities can turn to other Federal programs such as the neighborhood facilities program established in the Housing and Urban Development Act of 1965 and similar legislation in the Economic Development Act of 1965.

The bill includes an amendment adding a new section 205(f) to the act under which at least 20 percent of the funds available for assisting the development and the carrying out of Community Action programs would have to be used for operating independently funded programs in communities in which an overall Community Action agency is concurrently in operation.

A Community Action program would be deemed to be independently funded if the grantee is funded to operate programs of limited scope and does not have broad, comprehensive community representation on its policymaking board. This would apply whether or not the grantee sponsors one or several component programs.

This amendment will insure that there is unequivocal opportunity for nonumbrella groups of a grassroots nature to undertake independently funded projects without being forced into a pattern of conformity to a communitywide organization or monopoly. Grassroots agencies can work with a broad range of public and private nonprofit organizations in combating poverty as well as umbrella agencies can, and should be granted every opportunity to do so.

The committee wishes to underscore the fact that to be eligible for funds under this amendment, grantees shall not be carrying on projects under contract with overall community action agencies.

To avoid any possible conflicts of interest the committee felt that it would be imprudent for any officer or employee of the Office of Economic Opportunity to serve simultaneously as a board member or executive officer on any organization with which the Director has entered into a contract under this section to carry out a community action program or a component part thereof. The amendment barring such possible conflict of interest applies only to the officers or employees of the Office of Economic Opportunity who are board members or executive officers of an organization that is directly in contact with the Office of Economic Opportunity. It would not apply to those chapters of a national organization which do not have contractual relationships with the Office.

After careful review the committee concluded that the objectives and methodologies of the research, demonstration, and training components carried out this fiscal year under section 207 can be better implemented next year through the new programs for which the committee has reserved specific sums and through section 205. With this enlargement of the pool of funds available for projects of a demonstration nature, continued funding at the rate of 15 per centum of the total funds allocated under part II, A of the act is no longer justified.

Section 207 has therefore been amended to establish a 5 per centum limitation on the total community action funds that may be expended under this authority in any fiscal year. It has, in addition, changed this section to require the Director to establish an overall plan for using the section 207 research and demonstration authority that will set forth specific objectives to be achieved and establish priorities among those objectives.

Under the bill, no grant or contract can be made for a research or demonstration project after January 1, 1967, except pursuant to this plan. To assure that Congress is kept fully informed concerning section 207 activities and that it is provided with information to enable it to assess the program benefits expected to be derived from such activities and their relationship to the plan, the bill requires the Director to report annually to the Congress on these matters, either separately or in connection with the regular OEO annual report.

The committee is also concerned that many types of projects undertaken under section 207, particularly demonstrations, can have a local impact on local programs. Such programs may not be adequately considered so long as the review of projects is confined to the OEO central office. OEO regional offices can play a significant role by call-

ing attention to the local implications of and needs for research, demonstration, or training projects. In order to assure that use is made of regional office capability, the committee has amended section 207 to require that project proposals be submitted to the appropriate regional office at the same time they are submitted to the OEO central office. The regional offices would be required to review all such proposals and to submit their recommendations on them to the Director within 15 days of the date of filing.

NARCOTIC ADDICTION

The uncontrolled growth of narcotics addiction in urban slum areas as impoverished persons seek to escape from the harsh realities of their lives has become an important fact of life in the war on poverty. The Federal Bureau of Narcotics has estimated that there are currently 60,000 active addicts in the United States, over one-half of whom live in the poverty areas of New York City, with the rest concentrated in such cities as Chicago, Los Angeles, San Francisco, Philadelphia, Baltimore, and Washington, D.C.

In an effort to control addiction as a symptom of poverty and to rehabilitate addicts so that they can lead productive lives, the committee has set aside \$12.5 million of section 207 funds to mount experimental programs of prevention and treatment that will reach over 5,000 identifiable addicts in fiscal 1967 and deter countless other potential users of drugs.

Various psychiatric studies have revealed that hospitalization and imprisonment are totally inadequate as solutions to the problem of addiction. Less than 3 percent of the addicts placed in the Federal hospital at Lexington, Ky., remain off drugs after release. The committee, therefore, wants to foster new, noninstitutional approaches to addiction, dealing with it in the environment that breeds it. It is the community that produces addicts. It is in the community that they must be cured and potential addicts dissuaded.

The programs to be developed under this authorization should focus on providing the user with powerful motivation to overcome his habit in the form of a job combined with education and training that holds promise for a hopeful, not despairing future. This should be achieved in conjunction with the other programs under this act which offer useful work opportunities or experience.

Work orientation must be coupled with carefully structured supervision and control to give the addict the support he needs to continue at work and away from drugs, starting at the stage of withdrawal through ultimate discharge. At all times, the treatment process should be voluntary and unhurried to assure the fullest cooperation of the addicts involved.

In undertaking to formulate and carry out these programs the committee expects the Director to consult closely with and rely heavily upon the experts in the Public Health Service and, particularly, the National Institute of Mental Health, who have been concerned for several years with formulating new, more effective approaches to treatment, rehabilitation, and prevention.

EMERGENCY FAMILY LOANS

Eight million dollars of the sums spent pursuant to section 207 are reserved for launching a program of small loans to persons from low-income families who are confronted with financial emergencies. This amendment was suggested by Congressman Leonard Farbstein, of New York, because of the hardships endured by workers who were unable to reach their places of employment during the New York transit strike of January 1966.

The thrust of the program is to determine to what extent loans up to a maximum outstanding balance of \$300 per individual can avert family tragedies induced by lack of urgently needed funds.

Federal loans now protect businesses, small and large, as well as farmers, in disaster situations where a temporary need for otherwise unavailable credit can be demonstrated. It is both equitable and appropriate to extend this approach to cover wage earners whose low-income families are confronted with the imminent prospect of eviction or loss of vital property through repossession or other irreparable, poverty-induced occurrences which may disintegrate family ties and lead to criminal activity. To seek to relieve the pain and suffering brought about by such circumstances after, rather than before the fact, requires increased governmental expenditures.

The Director is expected to formulate standards which will limit the availability of the estimated 40,000 loans that could be made in the initial year of the operation of this program first, to family emergencies induced by general calamities such as natural disasters, civil disorders, or labor disputes, and, then, to urgent requirements for cash that derive from purely personal circumstances.

The interest on the loans is to be 2 percent a year. The other terms and conditions which will be prescribed by the Director, including the period of repayment, must be designed to make it as easy as possible for borrowers to settle their debts without generating further family financial emergencies. Wherever feasible, within the statutory limitations imposed upon the operation of credit unions and their geographical dispersion in poverty neighborhoods, the loan-making agencies should be such credit unions. These unions are organized to deal with local memberships, have experience in promoting thrift and providing emergency credit, and have been created in increasing numbers in conjunction with Community Action groups.

The Economic Opportunity Act now authorizes 90 percent Federal assistance for the development, conduct and administration of Community Action programs during the first 3 years after enactment of the act. Thereafter, the Federal share may not exceed 50 percent of program costs, except that the Director may authorize assistance above either the 90-percent or 50-percent ration where he determines, according to objective criteria, that a higher ratio of Federal assistance is required in furtherance of the statutory purposes.

The present cutoff date for 90-percent assistance is August 20, 1967. The bill would change this to June 30, 1967, the close of the fiscal year, and would provide that, thereafter, assistance shall not exceed 80 percent of the Community Action programs, subject to the Director's discretionary authority to permit assistance, where necessary, in excess of the regular statutory rate.

The committee is satisfied that a reduction to 50-percent assistance would drastically impair the capacity of local communities and agencies

to carry on the programs which have already been initiated. An adequate local stake in these programs is, however, essential to encourage localities to focus on projects and activities which are most likely to be swiftly and substantially beneficial both to the poor and to the community as a whole, and to tighten control over program budgets. Local contributions, as under the present law, may be made in kind, as well as in cash, so that space, equipment or services may be counted toward the local share.

The committee deems two programs, Headstart and legal services, to be of such great national importance that it has reserved substantial funds for their implementation.

Operation Headstart is designed eventually to meet the desperate needs of 3 million children age 3 to 5 years from poor families who reach school age each year. Thousands of poor children enter first-grade classrooms each fall without ever having seen a book. Many suffer from unsuspected health or nutritional disabilities. Helping these children is a first priority in the war against poverty.

During its initial year, Headstart had some dramatic successes. Competent tests showed that in one project the average IQ of the children enrolled in a summer program increased from 8 to 10 points.

Between 31 and 35 percent of children enrolled in all Headstart programs were discovered to have physical defects which, in all likelihood, would have gone undetected except for the medical examination provided by Headstart.

New categories of jobs were created for neighborhood workers.

Parents were given meaningful involvement with their children's education and a chance to improve their own homemaking and parental skills. These important achievements should be followed up and expanded.

Accordingly, the committee has set aside a minimums of at least \$352 million to be used for Headstart, a sum substantially greater than that programed by the Office of Economic Opportunity for fiscal year 1966.

The additional funds should be employed primarily to strengthen the health, nutritional, social, educational, and mental health services provided preschool children enrolled in the programs. This money will make it possible to give more extensive medical and dental examinations and followup treatment and guidance services than in the initial year.

The number of children in summer Headstart programs is not expected significantly to exceed the 550,000 children enrolled last year, but winter programs will enroll an additional 20,000 children, bringing the total in winter programs to 193,000. Winter Headstart programs should run for longer periods. An average duration of 9 or 10 months should replace that of 5.

Headstart programs can often be used to meet the needs of mothers who are being trained for employment or who are working during the day.

With the expanded Headstart program it should be possible to provide a full quality Headstart for their children. Mere day care is not however a proper function for Headstart money.

The additional funds will also provide for training substantial numbers of nonprofessional and professional staff. OEO will continue to provide extensive technical assistance to communities in launching and improving projects.

Finally, the committee expects the Office of Economic Opportunity to develop and improve the Headstart program through extensive research and evaluation. As a new program, it presents exceptional opportunities for innovation and experimentation.

LEGAL SERVICES

The committee feels that authorizing legal services for the poor is an effective way of opening exits from poverty.

The Office of Economic Opportunity devised, with the cooperation of the American Bar Association, leaders of local bar groups, various legal aid and public defender agencies, and the law schools, a program for furnishing legal aid to the needy.

In fiscal year 1967 the committee wishes to have no less than \$22 million expended upon projects devoted to putting the force of legal advocacy behind those low-income persons who are unable to afford the services of a private attorney. The programs for assuring poor persons the best representation possible are as diverse as the organizations that sponsor them.

An essential ingredient of most programs is an educational effort to apprise eligible people of their rights and responsibilities. This preventive law approach relieves the burden on legal institutions by protecting poor persons after, rather than before the fact. Indeed, the broader the range of public information activities concerning the availability of legal services and the recognition of the legal problems that confront the poor every day, the greater the benefits of the program. To this end, the committee expects that legal services will be closely allied with consumer education programs.

The American Bar Foundation is presently conducting a survey of existing legal service facilities, of the need for legal services, and of the impact of the diverse forms for providing them.

The committee has taken note of a number of cases where local community action agencies have sought to obtain Government excess personal property instead of purchasing other property, often at substantial expense.

The administrative powers which were included in the act were designed to facilitate the maximum use of the resources of other Government agencies to supplement the assistance otherwise provided for each program and to permit flexibility in developing procedures and arrangements that will aid in carrying out the statutory purpose.

The committee believes that the GSA excess property program provides a method of supplementing assistance from antipoverty funds which warrants the Director's special attention.

The Director should expand use of GSA procedures for making excess property available to agencies in order to minimize costs and save the limited funds available under this act for more productive purposes.

PART B—ADULT BASIC EDUCATION PROGRAMS

The existing provisions for adult basic education need to be strengthened to make this program a more effective weapon against poverty. The proposed amendments to title II-B would clarify course content,

tighten up the administration of State plans, and permit flexible application of available funds to programs in areas of greatest need.

The existing provisions with respect to course content refer only to inability to read or write the English language. Programs, however, may also include adult education in similar basic skills, such as simple arithmetic and speech, which may be no less important than reading and writing in the context of certain jobs.

The statute now contains little guidance to assure sound criteria for the administration of the program within the various States. The program must be focused upon serving low-income persons and coordinated with related programs, such as employment training or job counseling. Adult basic education is more meaningful to participants when tied in with other assistance which promises an immediate, tangible impact on their lives. The new criteria would require specific priorities governing the distribution of funds and would spell out procedures for assuring coordination at the State and local levels with agencies concerned with poverty, employment and health. The new provisions would foster attention to the special problems of teaching the educationally and economically disadvantaged, and periodic program evaluation.

The method for reallocating of funds not needed in particular States to carry out their plans has also been changed. Unused funds would be available, first, for special project grants within the State and then for reallocation among other States.

To encourage particularly innovative programs that may have national significance, funds should be made directly available to local educational agencies or other public or nonprofit private agencies for special projects. The amendment would permit 25 percent of the funds appropriated or allocated for the program to be reserved for special project grants and for the training of adult basic education teachers or instructors. Additional funds for project grants may also be made available in some cases through the changes in reallocation procedures described above.

Among the projects that might be attempted under this new section would be expansion of STAR in Mississippi sponsored by the Catholic archdiocese, experiments in the use of educational television, and reliance upon those private organizations that are uniquely adapted to reaching and teaching adult illiterates.

TITLE III—SPECIAL PROGRAMS TO COMBAT POVERTY IN RURAL AREAS

The bill raises the limit on loans to low-income rural families from \$2,500 to \$3,500, and permits qualified families to obtain credit under the program so long as their outstanding indebtedness does not exceed the larger amount.

Experience under the original provision has shown that \$2,500 in the aggregate is not always adequate to effect a permanent increase in the income of a family sufficient to enable it to emerge from poverty. Moreover, because of this limitation, it has sometimes been necessary to reject loan applications altogether when it was obvious that \$2,500 would not adequately finance initial operations or permit an enterprise to be established on a profitable basis.

The present loan limit also prevents the extending of additional financing to strengthen small enterprises in the critical first year or two of development even when the borrower has been diligent enough

to make partial or total repayment. The amendment will be particularly helpful in enabling the individual loan program to serve more effectively the rural nonfarm poor, who make up the majority of the rural poverty population.

TITLE V—WORK EXPERIENCE AND TRAINING AND MDTA

Title V of the 1964 Economic Opportunity Act was planned as a major expansion of community work and training programs operated by State public welfare agencies under the authority of the 1962 amendments to the Social Security Act.

Title V extended the scope of these programs, which substitute payments for constructive work experience for welfare checks, from individuals receiving aid to families with dependent children and all persons unable to support or care for themselves or their families.

By the end of fiscal year 1966 approximately 109,300 trainees with 327,900 dependents will have participated in 240 projects in 600 localities.

Since the objective of title V is to render employable primarily those needy persons who are either being helped by State public assistance plans or potentially eligible for such help (for example, unemployed fathers in States not having approved AFDC-UP programs), title V is distinguishable from other manpower training programs by its social service orientation. The usually disadvantaged individuals who have been the targets for title V projects not only lack job skills or basic education, but also are crippled by many other individual and family problems whose solution requires personal counsel and support traditionally the province of public welfare agencies. Title V, therefore, is essentially an administrative hybrid, partially oriented toward work experience and training, partially to conditioning individuals for employment and partially strengthening their family life through the provision of special services.

Until now, the administrative structure of title V has not reflected this blend of activities. The operating responsibility for every feature of title V projects, including work training and job placement, resides with the Bureau of Family Services in the Welfare Administration of the Department of Health, Education, and Welfare. Cooperative arrangements with State public employment offices are required pursuant to section 409(a)(2) of the Social Security Act, but there is no evidence that this provision has brought all of the resources of the public employment services to bear upon the manpower training aspects of title V projects.

The committee recognizes the need, wherever feasible, to coordinate those program functions involving skill training, employment testing and counseling, job development, referral and followup in the Department of Labor in order to marshal most effectively the best available manpower expertise.

Accordingly, the committee has concluded that it is advisable to transfer to the Department of Labor administrative responsibility for those aspects of title V projects which involve manpower functions already being performed by the Department under the Manpower Development and Training Act.

This transfer of authority for the sake of increased coordination and avoidance of duplication is not intended to create two distinct title V programs, one conducted by HEW, the other by Labor.

Rather, the Secretary of HEW will continue to retain ultimate supervisory control over all title V programs, starting with the selection of the projects to be funded, through the evaluation of their impact upon the individual and his family. The Secretary of HEW will, however, be required to delegate jurisdiction over all manpower activities encompassed in title V projects to the Secretary of Labor and to reimburse the Secretary of Labor for carrying them out.

HEW will remain responsible for providing all the necessary supportive services for title V projects. These special services will enable participants to attain or retain capacity for self-support. At the pretraining stage they include efforts to motivate eligible persons to participate, to develop good work habits and attitudes, and to improve their personal appearance.

During training, day care is available for children of participants, while homemaker services coupled with consumer education assist in keeping the home in good condition. Family counseling and psychiatric or medical care may be necessary if participants are to have productive work experiences. HEW is also empowered, as before, to correlate basic education with the job being performed so that lack of literacy or similar basic skills is never a handicap to fulfillment at work.

Finally, HEW will continue to make certain that all participants have funds to secure sufficient food, clothing, shelter, and other living necessities to derive maximum benefit from the program.

The standard of sufficiency is the full amount of the State's relevant definition of needed assistance. This will be paid by the State for all welfare recipients and by HEW for all other needy persons not eligible for relief and will be adjusted to reflect payments for work performed. Supplemental amounts allowed for work-connected expenses, such as travel, supplies, or uniforms, also come from HEW.

HEW was charged with furnishing all of these services under title V as it operated in fiscal year 1966. HEW will bear this burden under the realigned version of title V. The role for which HEW is best suited—purveyor of social services—is still assigned to it. The role of manpower administrator, more suitable for the Department of Labor than welfare agencies, will be transferred there.

Such a transfer necessitates a statutory expansion of the Manpower Development and Training Act. The regular MDTA programs, in the absence of any authority to offer vital social services, have been handicapped in reaching out to welfare recipients, potential or actual, and similar persons previously believed to be unemployable.

To give the Department of Labor the opportunity to contact and serve unusually needy persons under MDTA, the committee is adding a new part D to title II of the act. This new part authorizes the Secretary of Labor, in cooperation with the Secretary of HEW, to provide work experience and training for the same class of persons previously eligible for title V projects. The goal of both the work and the training is to assist participants to secure and hold regular employment in a competitive labor market.

All of the manpower-oriented activities previously undertaken by HEW will be carried on by the Secretary of Labor under new section 251 of MDTA.

Testing, employment counseling, on- or off-the-job training, work experience and subsequent job development, referral, and followup

will be provided by the Secretary of Labor pursuant to agreements or arrangements entered into by him. The Secretary is directed to give priority in developing and in approving work programs to those with high-training potential; that is, programs which furnish participants with skills that are readily marketable and are at a level sufficient to guarantee the upward mobility of trainees that have acquired them.

Dead-end work for the sake of work is to be discouraged.

The Secretary of Labor is authorized to expand previous title V programs by offering relocation assistance to title V trainees who have completed their work experience and training upon the same terms and conditions applicable to such assistance under MDTA section 104. Under section 104 the Secretary has conducted pilot projects supplying grants or loans to cover relocation expenses of involuntarily unemployed individuals who cannot reasonably be expected to secure full-time employment in the community in which they reside, have bona fide offers of employment elsewhere, and are qualified to perform the work for which they are being employed.

Although the changes in title V and in MDTA do envision two active agencies in place of one, it must be stressed that the objectives of the title cannot be achieved unless both Labor and HEW cooperate fully with one another in implementing programs.

Work and training without supportive services will be wasted upon the persons title V was designed to help. Services without the completion of the training-employment cycle will merely duplicate the ongoing welfare system. The coordination so essential to the success of title V is fostered both by structurally intertwining title V and MDTA section 251 and by giving the Secretary of HEW the ultimate control of the purse. Joint efforts to govern the process by which program participants are selected are mandatory under section 251(a)(1), which commands the two Secretaries to act together in prescribing selection procedures and criteria. The committee does not expect the criteria that are developed to diverge significantly from those already in effect which give priority to potential or actual welfare recipients.

The unitary nature of the programs to be operated under this joint authority is reflected in the various provisions that govern both the revised title V and part D of title II of MDTA. The limitations contained in paragraphs (1) to (6), inclusive, of section 409 of the Social Security Act, unless otherwise inconsistent with title V and part D of title II, are applicable to all work-experience and training programs. These limitations specify the required health, safety, wage, and other standards essential to administration of federally assisted programs of this nature.

One change in the applicability of these provisos that must be noted is that section 409 (a) and (a)(1)(c), which limit work performable under such a program to work performed for public agencies on projects serving a useful public purpose and of a type not normally undertaken in the past by the State or locality, have been abrogated by the broader authority contained in section 251(2)(3) of MDTA title II. Section 251(a)(3) would permit private nonprofit agencies as well as public ones to sponsor work experience without grant of a waiver and would allow the performance of any type of work that would assist participants to achieve the purposes of the section, even if the work involved is of regular, recurrent nature.

Several other provisions apply across the board to each and every program developed under title V and MDTA section 251.

No individuals can participate in these programs for over 24 months, although followup services can be extended for a reasonable period after the completion of work experience and training. Federal funds will be available on an 80-20 matching basis for any program approved after the start of fiscal 1968. Until then, no matching is required. The funds appropriated or allocated for the programs will have to be distributed among the States in such a manner as to insure that no State obtain more than 12½ percent of such funds.

The committee wants to stress that it does not expect this revision of title V and the attendant granting of new operational authority to the Department of Labor under MDTA to result in any dislocation of ongoing programs.

The amendments sponsored by the committee do not apply to any title V grant or agreement made prior to the date of the enactment of this legislation. Participants who are already at work before that date will be permitted to continue their activities for a maximum of 2 years after enactment. The committee expects the Department of Labor to take all steps necessary to insure that the pool of professional personnel presently engaged in the manpower aspects of title V programs on the local level will be fully utilized in the work-experience and training programs established pursuant to section 251 of title II of MDTA in order to guard against the waste of valuable experience caused by the transition of authority.

Consonant with the expressed purpose of relating all the manpower programs within the committee's jurisdiction, two amendments to the Manpower Development and Training Act, over and above the addition of part D of title II in connection with revision of title V of this act, have been incorporated in title XI of this act. An amendment to section 201 of MDTA will require the Secretary of Labor, whenever appropriate, to coordinate and provide for combinations of MDTA programs with other Federal programs in either a concurrent or sequential manner.

For example, the Secretary could and should aid Neighborhood Youth Corps and Job Corps graduates obtain places in MDTA title II programs or help MDTA trainees enroll in adult education courses.

An amendment to section 203(c) of MDTA would facilitate a nexus between the Neighborhood Youth Corps and MDTA programs by removing financial as well as other obstacles that have previously obviated corpsmen participation in MDTA training. Rather than being forced to relinquish approximately 40 percent of their Youth Corps wages when entering MDTA programs in return for weekly training allowances not in excess of \$20 a week, Youth Corps men who embark upon MDTA programs could receive payments that are comparable to those received by adult MDTA trainees.

Other barriers removed by this amendment which abrogates the application of the requirements of MDTA section 203 (c) and (h) to Youth Corps graduates include the 25-percent limitation on MDTA trainees under 22 and the proviso that receipt of a training allowance under another Federal act within 1 year of enrollment in an MDTA program disqualifies a person from any MDTA training allowance entitlement.

TITLE VI—ADMINISTRATION AND COORDINATION

Lack of the ability to read or write or similar basic skills is one of the common characteristics of persons living in poverty. It is a principal barrier to self-sufficiency. It handicaps the programs under the Economic Opportunity Act and other related Federal programs.

Accordingly, the committee has added to the provisions of title VI of the act—relating to general administration and coordination—a provision designed to promote wider participation in adult basic education and other programs of training or assistance designed to increase employability. It would require the Director to stimulate States and local communities to encourage illiterate persons over 18, and especially recipients of welfare payments or other forms of public assistance, to enter and take part in the various programs which will enable them to overcome their lack of basic skills and secure the training and other employment-related assistance they need to become self-supporting.

Besides making maximum efforts to spur non-Federal authorities through the use of grants to States or communities, and the exchange of information and technical assistance, the Director should encourage Federal agencies responsible for such programs to improve their performance in reaching this group.

To control political activities undertaken in connection with Federal funds, the committee has added to the act a provision prohibiting any person whose compensation is paid, in whole or in part, out of sums appropriated under the Economic Opportunity Act from taking an active part in political campaigns or from using his official authority or influence for the purpose of interfering with an election or affecting its result. This provision would not affect the right of all such persons to vote or to express their opinions in their private capacities. It would be administered by the Civil Service Commission which would be empowered to require the Director to discipline or dismiss persons found guilty of violations.

The amendment does not extend to officers or employees of the United States, who are already covered by the Hatch Act. Nor does it extend to enrollees in the Job Corps. Moreover, because the bill provides coverage only of persons who are compensated from Federal funds, it does not cover volunteers.

This provision is needed to assure that there will be no political abuses in the war against poverty. Not only is it essential that grantees be politically neutral, but also that Federal funds not be used to further the political ambitions of any individual or faction.

It is the opinion of the committee that anyone who is compensated out of federally appropriated funds occupies a position of public trust so close to that of a public employee that he should be required to act with political neutrality and to avoid public identification with a political campaign or party.

Enactment of this provision should do much to eliminate political contention over local antipoverty programs and to make clear the high standards of political impartiality expected of those who are employed in these programs. It is not the committee's purpose to restrict the normal political rights of persons to whom this section applies beyond what is necessary to assure that their position as recipients of Federal funds will not be abused for political purposes.

It has become increasingly clear that success of the war on poverty is closely linked to its ability to provide or assist in providing opportunities for steady and remunerative employment. The committee believes that this employment emphasis requires not only the direct funding of job-related programs but also active efforts to make use of the coordinating authority provided under section 611 of the act. Particularly crucial in this respect is coordination which serves to mesh the Employment Service and the various antipoverty programs being carried out under the Economic Opportunity Act. The committee has amended section 611 to secure this objective.

Under the amendment, the Director and the Secretary of Labor would be required to take all steps necessary to assure coordination between Economic Opportunity Act program and the public employment office, at the local level. In addition, the Director would be required to include a detailed and comprehensive description of the activities taken pursuant to this requirement each year as part of his annual report.

The committee does not anticipate a single, national scheme for effectively combining of efforts. Rather it recognizes that there will have to be local variations in arrangements from community to community, depending upon local needs and capabilities.

For this reason, the amendment does not specify any particular method by which coordination must be accomplished. The committee is, nevertheless, strongly of the view that an interchange of ideas and plans in Washington is not sufficient. There is a great need for action at the local level that will serve both to promote the full use of all resources and the use of better and more effective techniques in directing the poor to job opportunities and in providing them with the assistance they need to secure and hold good jobs.

The number of agencies which need current information, including administrative rules, regulations, and guidelines, relating to economic opportunity programs has grown very large. State technical assistance and local community action agencies will look to them for accurate and up-to-date information on a range of possible activities under the act.

In order to assure prompt dissemination of a growing body of relevant program information, the committee believes that the Director should establish a regular procedure for this purpose. While the most critical information includes the rules, regulations, and guidelines for the programs for which the Director is responsible, all available information required by State and local agencies for the effective discharge of their responsibilities, including understandings, arrangements or agreements concluded between the Director and the heads of other programs to the extent that these bear upon the availability of these other programs should be distributed at the State and local level to agencies involved in antipoverty programs.

The Economic Opportunity Act provides for establishment of an information center so that public officials and other interested persons may secure at one place information and statistics concerning all programs under the Economic Opportunity Act and all related Federal programs, in addition to factual material concerning other significant needs, activities and problems related to the overall antipoverty effort. The committee believes that the information center constitutes one of the most important resources available to assist in the

effective prosecution of the war on poverty, and has included in the bill an amendment designed to strengthen its operation.

One particularly noteworthy accomplishment of the Office of Economic Opportunity in using its information center authority is the published "Catalog of Federal Programs for Individual and Community Improvement."

This document represents a pioneering effort to describe within one cover all poverty-related Federal programs. It has already proved its worth as a guide to Federal officials, States, and local communities in indicating the kinds of Federal assistance available to meet a wide range of individual and community needs. There is clearly a continuing need for such a catalog maintained on a current basis.

The committee's amendment would require that this be done. In addition, in view of the demonstrated value of an information center on the Federal level, the committee believes similar centers on the State and local level might prove useful. It has, therefore, included in the amendment a provision under which the Director could make grants to State and communities for information service centers which could serve, where needed, to supplement other facilities of methods for the collection, correlation and distribution of information required to further the purposes of the act.

TITLE VIII—VOLUNTEERS IN SERVICE TO AMERICA

The bill would add to the Economic Opportunity Act a new title VIII for an enlarged VISTA program, with new and substantial improvements in VISTA's statutory authority.

The VISTA program now operates under a single section of title VI, which relates generally to administration and coordination of all poverty programs. The new title would recognize the status of VISTA as a separate and successful program and the significant role with which VISTA is charged.

During the past year the VISTA program has grown from an idea to a proven force in the war on poverty. It has matured into an efficient organization channeling the idealism and creativity of thousands of private citizens into a practical, effective and increasingly important program of assistance to the Nation's least privileged.

In hundreds of isolated and dispirited communities across the Nation, VISTA volunteers live side by side with those they serve. The rigor of their subsistence, their dedication and the effectiveness of their activities have earned them the respect, confidence and cooperation of individuals and entire communities. VISTA volunteers have in fact become, in many places and in many ways, the effective vanguard of the war on poverty.

The bill authorizes the appropriation of \$31 million for the VISTA program. The committee believes that this increase, combined with the use of local resources by project sponsors, should permit a notable expansion of a balanced VISTA program at great economy to the Federal Government in both urban and rural America. The sum authorized should permit VISTA to reach the poorest communities of America and to continue providing those project sponsors whose resources are particularly limited with small grants to assist them, at least temporarily, in the supervision and maintenance of VISTA projects.

Finally, the sum provided should further the effort of VISTA to use volunteer services in a variety of new projects which build upon the experience of the present VISTA program.

Two changes are made in the substance of the VISTA authority.

First, section 803 would authorize the Director to pay a stipend not to exceed \$75 a month to a limited number of volunteer leaders designated in accordance with standards prescribed by the Director. Volunteer leaders will normally be selected from the ranks of volunteers who have successfully completed the first year of service and have demonstrated exceptional leadership qualities. Volunteer leaders will continue to live and work among the poor. They will receive the same minimal subsistence allowance as all other volunteers in VISTA. The stipend is designed to recognize the experience, outstanding ability and responsibility of those volunteers on whom the extra burdens of leadership are placed, and to encourage exceptionally qualified volunteers to assume these added responsibilities.

The second change is contained in section 805, which provides for special volunteer programs in furtherance of the purposes of the title. This section would authorize or facilitate new programs of volunteer service that build upon the experience of the present VISTA program. These could include special programs to involve more people from impoverished communities as volunteers, programs for qualified persons who cannot commit themselves to the 1-year term of service usually required for VISTA volunteers, and programs for qualified persons for whom the experience, supervision, and training available in special VISTA programs will serve as valuable preparation for further work in the field of volunteer service. Not more than 15 percent of sums appropriated or allocated to carry out the purposes of title VIII would be available to carry out special programs under this section.

AUTHORIZATIONS

The authorizations contained in the bill are designed to consolidate and strengthen the very real gains that have been made during the past 2 years in the war on poverty.

The basic overall strategy is as follows: (1) expand through increased funding those components which have proven most successful, including Headstart, Neighborhood Youth Corps and VISTA; (2) increase the emphasis on job training that "exits" into jobs by expanding the Neighborhood Youth Corps, by creating the work training program for unemployed adults, and by substantially revising the work experience program; (3) experiment with new and vitally needed services to meet pressing community problems, including narcotics addiction, dire family financial emergencies, inadequate legal services, and establish a demonstration Job Corps center to experiment with integrating day enrollees into a residential center; (4) continue to attack the chronic problem of functional illiteracy through the adult literacy program and all job training programs; (5) continue to study and evaluate those programs that are still in a developmental stage and have not proven their worth sufficiently to justify further expansion, including the Job Corps and community action.

CONCLUSIONS

The War on Poverty Investigative Task Force was authorized by the 89th Congress, House of Representatives Resolution No. 537, on August 25, 1965. Immediately thereafter, a bipartisan staff of experienced investigators was assigned the responsibility of undertaking a thorough evaluation of the war on poverty program.

Between September 16, 1965 and February 26, 1966, teams of 1 to 6 staff investigators made 79 inspections of antipoverty agencies and programs in 22 States and the District of Columbia. Fifteen of these inspection visits were led by Members of Congress. Nine sites were visited twice; four sites received three visits.

The major emphasis of the investigations was on community action programs, which received 58 visits. Fifteen Job Corps centers, both urban and conservation, were visited a total of 17 times. Neighborhood Youth Corps programs, title V (work experience) programs, and adult basic education programs, were also investigated. In addition, voluminous data, both in substantive and statistical form was obtained from the Office of Economic Opportunity, the Departments of Labor and Health, Education, and Welfare, as well as from numerous State and local antipoverty programs.

As a result of careful studies and analysis of the data collected in the field and from written reports and studies of antipoverty programs, the committee developed an understanding in depth of the multitude of operations carried on under the Economic Opportunity Act. These insights formed the basis for the legislative changes explained in this report.

SECTION-BY-SECTION ANALYSIS

Section 1. Short title

This section provides that the act may be cited as the "Economic Opportunity Amendments of 1966."

Section 2. Authorization of appropriations

This section contains the authorization of appropriations for carrying out the Economic Opportunity Act of 1964 (hereinafter referred to as "the act") for the fiscal year ending June 30, 1967. The following amounts are authorized to be appropriated:

- (1) \$696 million for carrying out title I.
- (2) \$832 million for carrying out title II.
- (3) \$57 million for carrying out title III.
- (4) \$119 million for carrying out title V.
- (5) \$15 million for carrying out title VI.
- (6) \$31 million for carrying out title VIII.

It should be noted that in grouping in this section the authorizations of appropriations for the entire act, the bill departs from the practice in the past of providing the authorization for each title at the end of the title.

AMENDMENTS TO TITLE I OF THE ACT

Section 101. Job Corps—Studies to be property of the United States

This section, which amends section 103(a) of the act, requires that the agreements under which Job Corps centers and camps are established and operated must provide that all studies, evaluations, proposals, and data produced or developed with Federal funds in the course of operation of the camp or center will become U.S. property.

Section 102. Job Corps—High school equivalency certificates

This section amends section 103(b) of the act to require that the Director, to the extent feasible, include in arrangements he makes for providing education and vocational training to enrollees in the Corps provision for affording opportunities for qualified enrollees to obtain education or training necessary to qualify them for the equivalent of a certificate of graduation from high school.

Section 103. Job Corps—Number of women in the Corps

This section adds a new subsection at the end of section 104 of the act to require the Director to take such action as may be necessary to insure that, on or before July 1, 1967, the number of women in residence, and receiving training, at Job Corps camps and centers is at least 10,000.

Section 104. Job Corps—Maximum capacity of Job Corps camps and centers

This section adds another new subsection at the end of section 104 to prohibit the Director from using any funds made available to carry on the Job Corps for the fiscal year 1967 in such a manner as to increase

the capacity of the camps and centers of the Corps above the capacity of 45,000 enrollees.

Section 105. Job Corps—Application of Federal Employees' Compensation Act

Under section 106(c)(2)(B) of the present law, for purposes of computing compensation for disability or death under the Federal Employees' Compensation Act, the monthly pay of an enrollee is considered to be \$150 until he reaches age 21, and thereafter is deemed to be the monthly pay received under the entrance salary for GS-2 under the Classification Act of 1949. The amendment made by this section provides that at all ages the monthly pay of enrollees will be considered for such purpose to be that received under the entrance salary for GS-2 under the Classification Act of 1949.

Section 106. Job Corps—Pilot project on day schools

This section adds a new section at the end of part A of title I. It requires the Director to carry out a pilot project at a Job Corps training center to appraise the feasibility of conducting a training center both as a residential center and as a vocational school for day students. The Director will make a report to Congress on or before March 1, 1968, of the information derived by him from the project.

Section 107. Work training programs—Revision of the program

This section inserts new sections 112 and 113 to take the place of sections 111, 112, and 113 of part B of title I of the act. The new provisions differ from those of the present law in that they more clearly separate work training programs into those designed to provide employment for students and those designed to provide work experience for unemployed persons.

Another difference between these provisions and those of existing law lies in the new authority to provide on-the-job training. The bill provides that on-the-job training may be provided through profitmaking organizations, under agreements under which the Director will pay reasonable training costs, but will not pay the wages of enrollees for the services they perform.

The following also represent changes from the existing law:

(1) The training must be designed to assist the individual to develop his maximum occupational potential.

(2) Students who are in the 9th through 12th grades of school or are of an age equivalent to that of students in such grades may take part in the program.

(3) The Director is required to consider that all students are from a low-income family if their family receives cash welfare payments, though, of course, in determining whether students are from low-income families, he is not limited to those who come from families which receive these payments.

(4) The requirement that the Federal assistance may not exceed 90 percent of the cost of the program is retained indefinitely, instead of dropping to 50 percent on October 20, 1967, as provided in the present law.

Section 110. Title I programs—Duration; limitation on use of funds

This section revises section 131 of the act which now provides for carrying out the programs provided for under the title until August

20, 1967. Under the bill the Director will carry out these programs until June 30, 1970.

The act contained in this section an authorization of appropriations to carry out the title, but, since all authorizations under the new bill are grouped in the second section, there is no provision authorizing appropriations contained in section 131 as it is amended by the bill.

The bill adds a new subsection to this section which provides that, of the funds appropriated to carry out the title for any fiscal year, not less than \$496 million may be used only for carrying out part B (relating to Neighborhood Youth Corps programs).

TITLE II—AMENDMENTS TO TITLE II OF THE ACT

Section 201. Community action—Definition of “community”

This section amends paragraph (1) of section 202(a) of the act, which defines the term “community action program.” As amended, the paragraph will state explicitly that the term “community,” as used in the part, includes any neighborhood or other area (irrespective of boundaries or political subdivisions) which is sufficiently homogeneous in character to be an appropriate area for an attack on poverty.

Section 202. Community action—Residence of area representatives

This section adds a new subsection at the end of section 202 of the act providing that the Director shall not approve a community action program which is conducted, administered, or coordinated by a board containing representatives from various geographical areas within the community unless the representatives are required to live in the area they represent.

Section 203. Community action—Use of latest data in making allotments

Section 203(b) of the act describes the method to be used for allotting funds appropriated to carry out the title among the several States. This section amends that section of the act to require the Director to use the latest calendar or fiscal year data, whichever is later, in determining the number of public assistance recipients in each State and in determining the annual average number of persons unemployed in each State.

Section 204. Community action—Salary limits

This section adds a new sentence at the end of section 205(a) of the act. It provides that the Director shall require that, where an agency pays any of its employees engaged in carrying out a community action program at a rate in excess of \$12,500 per year, it may not use Federal funds to pay the amount which is in excess of \$12,500 per year. Amounts paid in excess of \$12,500 per year will not be considered in determining whether the agency has complied with the matching requirements of the act.

Section 205. Community action—Work training for unemployed

Subsection (a) of this section repeals subsection (d) of section 205 which authorized grants for special programs directed at the needs of the chronically unemployed poor who have poor employment prospects and are unable because of age or otherwise to secure appropriate employment or training assistance, and which permits these

persons to participate in community betterment or beautification projects.

In lieu of this provision, subsection (b) inserts a new section 211-1 which requires the Director to formulate and carry out programs to provide unemployed adults with useful work training opportunities which will enable them to enjoy an opportunity for promotion and advancement, enhance their prospects for normal employment, and permit or contribute to an undertaking or service in the public interest. These programs will include health, education, welfare, public safety, conservation, development or management of natural resources, recreational areas, Federal, State, and local parks and playgrounds, and the betterment and beautification of the community. Work experience provided under this program will be combined, where needed, with educational and training assistance, which will include basic literacy and occupational training. The program will be conducted in a manner consistent with policies applicable under this act for the protection of employed workers and the maintenance of basic rates of pay and other suitable conditions of employment. Assistance under this program will not exceed 90 percent of the cost of carrying out the program, unless the Director determines pursuant to regulations that assistance in excess of such percentage is required. The non-Federal contributions may be in cash or in kind, fairly evaluated. The section provides that of the sums appropriated to carry out title II in any fiscal year not less than \$88 million may be used only to carry out this section.

Section 206. Community action—Use of public facilities

This section amends section 205 of the act to require the Director to give special consideration to programs which make the maximum utilization of existing schools, community centers, settlement houses, and other facilities during times they are not in use for their primary purpose.

Section 207. Community action—Funding independent programs; membership in sponsoring organizations

This section amends section 205 of the act by adding two new subsections. The first of these requires the Director to carry out the part in such a manner as to insure that of the funds available for carrying out community action programs, at least 20 percent will be used for carrying out independently funded community action programs which are carried on in communities in which there is being carried on concurrently a community action program for which an overall community action agency assumes responsibility for planning, developing, and coordinating communitywide antipoverty programs and provides for the involvement and participation of public and private nonprofit agencies. A program is "independently funded" if the grantee is one that develops, and is funded to operate only, programs which are of limited scope and which does not have broad comprehensive community representation on its policymaking board, whether or not the grantee sponsors one or several component programs.

The other subsection added to section 205 by this section is one which provides that an officer or employee of the Office of Economic Opportunity may not be an executive officer or a member of the board of directors of any organization (other than a religious organization)

with which the Director has entered into a contract to carry out a community action program or a component program.

Section 208. Community action—Research and demonstrations; narcotics addiction; emergency family loans

This section makes extensive amendments in section 207 of the act which provides authority for the Director to conduct, or provide through grants or contracts for, research, training, and demonstrations pertaining to the purposes of the part.

The first change which is made by this section is to reduce from 15 to 5 percent the portion of the sums appropriated to carry out the part which may be used to carry out the section.

The bill also adds a requirement that grants or contracts for research or demonstration projects entered into after January 1, 1967, must be in accordance with an overall plan setting forth specific objectives to be achieved and setting forth priorities among such objectives. This plan, to the extent it contemplates activities or programs that might duplicate programs of other Federal agencies having demonstrations or research responsibilities shall be approved by the Director only after consultation with such agencies. The Director is required to include in reports to the President and Congress a description of the principal research and demonstration activities undertaken during each fiscal year, a statement of the relationship of such activities to the plan and policies of the act, and a statement with respect to each category indicating the time and period, to the extent possible, in which the benefits or expected benefits of such activities will be or are expected to be realized. The Director is also directed to require that all proposals for research, training, or demonstrations be filed simultaneously in the regional office of the Office of Economic Opportunity, and that such offices review and make recommendations with respect to these projects within 15 days from the date of filing.

This section adds a new subsection (b) to this section which requires the Director to formulate and carry out programs for the prevention of narcotic addiction and the rehabilitation of narcotic addicts. These programs will include provisions for the detoxification, guidance, training, and job placement of narcotic addicts. It provides that not less than \$12,500,000 shall be used to carry out this subsection in each fiscal year.

This section also adds a new subsection under which the Director is required to formulate and carry out a program for making small loans to persons in low-income families to meet their immediate and urgent family needs. The maximum amount of any loan which may be outstanding at any one time to any individual under this subsection is \$300. These loans will bear interest at a rate of 2 percent a year. Of the sums available to carry out research and demonstration projects in any year, not less than \$8 million may be used only to carry out this program.

Section 209. Community action—Limitations on assistance

This section amends section 208 of the act which now provides that, save in exceptional circumstances, Federal assistance for community action programs may not exceed 90 percent of their cost during the period ending 3 years after the date of enactment of the act, that is, October 20, 1967. Thereafter, such assistance could not exceed 50 percent of such costs. The bill amends this section to provide

that until June 30, 1967, the assistance may not exceed 90 percent of the cost of the community action programs, and that thereafter assistance may not exceed 80 percent of such cost.

Section 210. Community action—Deletion of preference provisions; reservation of funds for headstart and legal services programs

This section strikes out section 211 which now provides that the Director shall give preference to programs and projects which are components of community action programs. It also inserts a new section 211 under which the Director is required to take such action as may be necessary to insure that of the funds reserved for carrying out community action programs in each fiscal year, not less than \$352 million will be used for carrying out the programs commonly known as headstart programs, and that not less than \$22 million will be used only for carrying out programs which provide specified types of legal services.

Section 211. Adult basic education—Lack of basic skills

This section amends section 212 of the act to broaden the present scope of adult basic education programs which are now carried on under the act. At present these programs may be offered only to people whose inability to read and write the English language constitutes a handicap to them in their efforts to get or retain employment commensurate with their real ability. The amendment made by this section broadens categories of persons eligible to participate to include those who lack other similar basic skills.

Section 212. Adult basic education—State plan requirements

This section revises subsection (a) of section 214 of the act which relates to the State plans which must be approved by the Director for a State to obtain assistance under this program. Under the revision, to be approved, a State plan must contain a system of specific priorities adequate to insure the most effective use of funds, having regard to the number of persons qualified for the program in different areas of the State, the extent of their educational deficiencies, and the degree to which local programs or projects under this part will assist them to become more responsible and effective citizens. It requires that the State plan contain specific provisions for cooperative arrangements with other agencies in the State concerned with problems of poverty, unemployment, and health, as necessary or appropriate to assure that related services or assistance needed by participants will be provided and that all programs will be carried on in a coordinated manner. It also requires that the plan provide such criteria as may be necessary to assure that the programs are carried on in a way responsive to the needs and abilities of adults who are educationally and economically disadvantaged. Yet another requirement is one to provide adequate evaluation of the program effectiveness and dissemination of the results of such evaluation.

Section 213. Adult basic education—Reallotments

This section rewrites subsections (b) and (c) of section 215 to provide a new method of reallotting unused entitlements. It provides that, if the Director determines that a portion of the State's allotment will not be required for carrying out the State's plan, then the money will be available first for use within the State for the purpose of making grants under the new section 218 which relates to special projects,

and then, if there are funds remaining, for reallocation in accordance with the new subsection (c). This reallocation will be made from time to time during the fiscal year as the Director may fix. Reallocation of funds from one State will be made to other States in proportion to the original allotments to such States, but with the proportionate amount for any of such other States being reduced to the extent it exceeds the amount which will be needed to carry out its State plan and for special projects.

Section 214. Adult basic education—Federal share

This section amends section 216(b) of the act to provide that the Federal share of the expenditures made in carrying out the program shall not exceed 90 percent of such expenditures. Under the present act, the Federal share was scheduled to shift to 50 percent on June 30, 1967.

Section 215. Adult basic education—Special projects and teacher training

This section extensively revises and enlarges section 218 of the act which now provides for teacher training projects. The revised section permits the reservation of up to 25 percent of funds available to carry out the part for use in making special project grants and in providing teacher training.

To be eligible for assistance under this section, a special project must involve the use of innovative methods, systems, materials, or programs which may have national significance or be of special value in promoting effective adult basic education programs under the part, or involve activities in adult basic education which are so coupled with other programs as to have unusual promise in promoting a comprehensive or coordinated approach to the problems of low-income persons with basic educational deficiencies. Special project grants must require, when feasible, a non-Federal contribution of at least 10 percent of the project costs. The Director is required to afford State and local educational agencies an opportunity for review and comment before making a special project grant.

In addition to special project grants, the Director will make teacher training grants to provide for training the persons who will be providing instruction to persons in need of adult basic education. Provision is made for stipends and allowances for persons undergoing this training.

Section 216. Title II programs—Duration; limitation on use of funds

This section revises section 221 of the act to require the Director to carry on programs under title II until June 30, 1970. The present law would expire June 30, 1968. Subsection (b) of section 221 provides that of the funds appropriated to carry out title II, not less than \$26,500,000 shall be available only for carrying out part B (relating to adult basic education).

TITLE III—SPECIAL PROGRAMS TO COMBAT POVERTY IN RURAL AREAS

Section 301. Rural areas—Loan authority

This section amends section 302(a) of the act which at present provides that a loan under part A of title IV (relating to low-income rural families) may not exceed \$2,500 in the aggregate. As amended, such a loan may not result in an aggregate indebtedness of more than \$3,500 at any one time.

Section 302. Title III programs—Duration

This section amends section 321 of the act to provide that the Director shall carry out the programs provided for in title III until July 1, 1970. The present law provides for carrying out the program until July 1, 1968.

TITLE IV—DURATION OF PROGRAM UNDER TITLE IV OF THE ACT

Section 401 amends section 407 of the act to provide that the Director shall carry out the program provided for under title IV (relating to employment and investment incentives for small business concerns) until July 1, 1970. The present requires the Director to carry out these programs until July 1, 1967.

TITLE V—REVISION OF TITLE V OF THE ACT

Section 501 of the bill completely revises title V of the act. Title V at present provides for the transfer by the Director of funds appropriated to carry out the purposes of the title to the Secretary of Health, Education, and Welfare to enable him to make payments for experimental, pilot, or demonstration projects under section 1115 of the Social Security Act. To stimulate the adoption of programs to help unemployed fathers and other needy persons to secure and retain employment or to attain or retain capability for self-support or personal independence. The act provides that the purpose of this title is to expand opportunities for constructive work experience and other needy training available to persons who are unable to support or care for themselves or have families.

This section revises all of title V while keeping the same basic purpose of the title. The new provision authorizes the Director, in order to permit the carrying out of work experience and training programs which meet the criteria set forth in part D of title II of the Manpower Development and Training Act of 1962 (added to that act by sec. 1001 of this act), to transfer funds to the Secretary of Health, Education, and Welfare to enable him to make payments under section 1115 of the Social Security Act for experimental, pilot, or demonstration projects which provide pretraining services and basic maintenance, health, family, basic education, day care, counseling, and similar supported services required for such programs. The Secretary of Health, Education, and Welfare may also use these funds to reimburse the Secretary of Labor for carrying out the activities described in the new part D which provides a program under which the Secretary of Labor will carry out work experience and training programs. The new title V provides, as did its predecessor, that the costs of projects and activities carried out under the title (as well as under pt. D of title II of the Manpower Development Training Act of 1962) will be met entirely from funds appropriated to carry out this title. It is provided, however, that the funds may not be used to assist families and individuals insofar as they are otherwise receiving or eligible to receive assistance or social services through a State plan approved under the Social Security Act.

Section 503 of the act as it would be amended by the bill provides that provisions of paragraphs (1) to (6) of section 409 of the Social Security Act (unless otherwise inconsistent) will be applicable with respect to programs assisted under title V. It is also provided that

no individual may participate in a program under the title for more than 24 months, except to the extent he receives necessary and appropriate followup services for a reasonable period after he has completed his work experience and training.

After July 1, 1967, the bill provides that not more than 80 percent of the costs of projects carried on under the title may be paid for from Federal funds, unless the Director determines pursuant to regulations adopted and promulgated by him, that assistance in excess of such percentage is required in furtherance of the purposes of the title. Non-Federal contributions may be in cash or in kind. Not more than 12½ percent of the funds appropriated to carry out the title may be used in any one State.

Section 504 of the new title provides for carrying on these programs until June 30, 1968.

TITLE VI—AMENDMENTS TO TITLE VI OF THE ACT

Section 601. Administration—Encouragement of literacy training

This section strikes out section 603 of the present act, in recognition of the inclusion of the new title VIII relating to Volunteers in Service to America. The section then inserts a new section which requires the Director to stimulate and encourage States and local communities to encourage by all possible means each person over 18 (particularly those receiving welfare payments or other forms of public assistance) whose inability to read and write English, or lack of similar basic skills, impairs his employability, to participate in an adult education or other program which would improve his employability. The Director is authorized to make grants to States and their political subdivisions to assist them to meet the costs of carrying out the section.

Section 602. Administration—Political activities

This section inserts a new section 603-1 after section 603 providing that no person whose compensation is paid from sums appropriated to carry out the act can take an active part in political management or in political campaigns, nor can use his official authority or influence for the purpose of interfering with an election or affecting the result thereof. This prohibition does not prevent any person from voting or expressing in his private capacity his opinions on all political subjects and candidates. The section exempts from its application officers and employees of the United States, in recognition of the coverage of the Hatch Political Activities Act, and volunteers in the Job Corps, in recognition of the comparable provisions contained in section 107(b) applicable to enrollees in the Job Corps. The Civil Service Commission is empowered to enforce the new section.

Section 603. Coordination—Between Secretary of Labor and Director; information to State and local agencies

This section adds two new subsections to section 611 of the act. The first of these provides that in order to insure the maximum coordination of programs and activities authorized by the act with programs and activities carried on by the U.S. Employment Service, the Director and the Secretary of Labor must provide for coordination

at the local level with public employment offices throughout the country. The Director is required to include in his annual report a description of the activities and actions taken under this new subsection.

The other new subsection provides that in order to insure that all Federal programs related to the purposes of the act are utilized to the maximum possible extent, and in order to insure that all appropriate officials are kept fully informed of such programs, the Director is required to establish procedures to assure prompt distribution to States and local agencies of all current information including administrative rules, regulations, and guidelines required by such agencies for the effective performance of their responsibilities.

Section 604. Information—Catalog and dissemination

This section amends section 613 of the act by adding a new subsection which requires the Director to publish and maintain on a current basis a catalog of all Federal programs relating to individual and community improvements. He is also empowered to make grants from funds appropriated under title II of the act to States and communities to establish information service centers for the collection, correlation, and distribution of information required to further the purposes of the act.

Section 605. Title VI programs—Duration

This section amends section 615 of the act to require the Director to carry out the programs provided for in title VI until July 1, 1970.

Section 607. Coordination—Transfers of funds

This section amends section 616 of the act which permits transfers of funds between titles to make a technical amendment required by reason of the fact that the bill groups all of the authorizations of appropriations in section 2.

TITLE VII—TECHNICAL AMENDMENT TO TITLE VII OF THE ACT

This section makes a technical amendment to the act to recognize the inclusion in the Social Security Act of the new title XIX.

TITLE VIII—REVISION OF PROVISIONS RELATING TO VISTA

Section 801 amends the act by adding at the end thereof a new title which revises the provisions of law relating to Volunteers in Service to America. The new title VIII is in substance very much the same as the existing section 603.

One difference is that the new title VIII contains a statement that it is the purpose of the title to enable and encourage volunteers to participate in a personal way in the war on poverty by living and working among deprived people of all ages in urban areas, rural communities, on Indian reservations, in migrant worker camps, and Job Corps camps and centers; to stimulate, develop, and coordinate programs of volunteer training and service; and, through such programs, to encourage individuals from all walks of life to make a commitment to combating poverty in their home communities, both as volunteers and as members of the helping professions.

The new section 802(b) differs from the present law only in that it contains special provisions authorizing the Director to place restrictions on political activities of volunteers.

The new title VIII retains the present \$50 per month stipend for volunteers, but permits a stipend of \$75 per month in the case of volunteer leaders designated as such in accordance with standards prescribed by the Director.

The new provision, which has no counterpart in existing law, is the new section 805. It authorizes the Director to conduct or to make grants, contracts, or other arrangements with public and private non-profit organizations for special programs in furtherance of the purpose of the title. These programs are designed to encourage more effective or better coordinated use of volunteer services, or to make opportunities for volunteer experience available, under proper supervision and for appropriate periods, to qualified persons who are unable to make long-term commitments or who are engaged in, or preparing to enter, work where such experience may be of special value in public interest. Not to exceed 15 percent of the sums appropriated or allocated to carry out title VIII for any fiscal year may be used for programs under the section.

This title like the other titles of the bill will be carried out during the fiscal year 1967 and the 3 succeeding fiscal years.

TITLE IX—TECHNICAL AMENDMENTS

Section 901 of the bill corrects certain technical errors in the present law.

TITLE X—AMENDMENTS TO MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

Subsection (a) of section 1001 amends section 201 of the Manpower Development and Training Act of 1962 by adding at the end thereof a direction that the Secretary of Labor shall whenever appropriate, coordinate and provide for combinations of programs under the Manpower Development and Training Act with programs under other Federal acts. This combination of programs may provide that the programs under the several acts be pursued concurrently or sequentially.

Subsection (b) amends the Manpower Development and Training Act by adding at the end of section 203(c) a provision authorizing the Secretary to refer any person who has completed a program under part B of title I of the Economic Opportunity Act (the Neighborhood Youth Corps program) to training under the Manpower Development and Training Act. When so referred, such an individual may be paid a training allowance as provided in section 203(a) without regard to the requirements imposed on such payments by the preceding sentences of subsection (c) or by subsection (h) of section 203. Such payments may not exceed the average weekly gross unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payment during the most recent four-calendar-quarter period for which data

are available. These persons will not be deemed youths for the purpose of applying the provisions of the subsection limiting the number of youths who may receive training allowances.

Subsection (c) of this section adds a new part D to title II of the Manpower Development and Training Act of 1962. This part D, which is the counterpart of title V of the Economic Opportunity Act, directs the Secretary, in cooperation with the Secretary of Health, Education, and Welfare, to provide programs for needy persons who require work experience or special family and supportive services, as well as training, in order that they may be assisted to secure and hold regular employment in the competitive labor market.

These programs will provide for the selection of participants pursuant to procedures and criteria jointly prescribed by the Secretaries of Labor and Health, Education, and Welfare; include pre-training services and basic maintenance, health, family and day care, counseling, and similar social services, and basic education, as provided by the Secretary of Health, Education, and Welfare under section 502 of the Economic Opportunity Act, and provide through agreements with appropriate public or other nonprofit agencies, work experience to the extent required to assist participants in developing necessary work attitudes or to prepare them for work or training involving the acquisition of needed skills. The program also will provide testing, counseling, training either on or off the job (including classroom instruction where needed) to assist participants to develop their occupational potential, improve their occupational level, and secure promotion or advancement, and will provide, through appropriate arrangements with employers, labor organizations, or other public and private agencies, for development where needed of additional employment opportunities for participants, for job referral and follow-up services required to assist participants in securing and retaining employment and securing possibilities for advancement, and provide, in accordance with the criteria prescribed in section 104 of the Manpower Development and Training Act, relocation assistance to involuntarily unemployed individuals where the Secretary of Labor determines they cannot reasonably be expected to secure full-time employment in the community in which they reside.

The Secretary of Labor is required to give a priority in developing and approving programs under this part to programs with a high-training potential which afford the best prospects for contributing to the upward mobility of participants.

Subsection (c) provides that section 503 of the Economic Opportunity Act will govern the use and apportionment among the several States of funds provided pursuant to such act for carrying out this new part.

TITLE XI—AMENDMENTS TO EDUCATION ACTS

This section 1101 makes changes in certain education acts necessitated by moving the provisions for VISTA from section 603 to title VIII.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

ECONOMIC OPPORTUNITY ACT OF 1964, AS AMENDED

AN ACT To mobilize the human and financial resources of the Nation to combat poverty in the United States

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Economic Opportunity Act of 1964".

FINDINGS AND DECLARATION OF PURPOSE

SEC. 2. Although the economic well-being and prosperity of the United States have progressed to a level surpassing any achieved in world history, and although these benefits are widely shared throughout the Nation, poverty continues to be the lot of a substantial number of our people. The United States can achieve its full economic and social potential as a nation only if every individual has the opportunity to contribute to the full extent of his capabilities and to participate in the workings of our society. It is, therefore, the policy of the United States to eliminate the paradox of poverty in the midst of plenty in this Nation by opening to everyone the opportunity for education and training, the opportunity to work, and the opportunity to live in decency and dignity. It is the purpose of this Act to strengthen, supplement, and coordinate efforts in furtherance of that policy.

TITLE I—YOUTH PROGRAMS

PART A—JOB CORPS

STATEMENT OF PURPOSE

SEC. 101. The purpose of this part is to prepare for the responsibilities of citizenship and to increase the employability of young men and young women aged sixteen through twenty-one by providing them in rural and urban residential centers with education, vocational training, useful work experience, including work directed toward the conservation of natural resources, and other appropriate activities.

ESTABLISHMENT OF JOB CORPS

SEC. 102. In order to carry out the purposes of this part, there is hereby established within the Office of Economic Opportunity (hereinafter referred to as the "Office"), established by title VI, a Job Corps (hereinafter referred to as the "Corps").

JOB CORPS PROGRAM

SEC. 103. The Director of the Office shall prescribe regulations to prevent programs under this part from displacing presently employed

workers or the impairment of existing contracts for services. The Director of the Office (hereinafter referred to as the "Director") is authorized to—

(a) enter into agreements with any Federal, State, or local agency or private organization for the establishment and operation, in rural and urban areas, of conservation camps and training centers and for the provision of such facilities and services as in his judgment are needed to carry out the purposes of this part, including but not limited to agreements with agencies charged with the responsibility of conserving, developing, and managing the public natural resources of the Nation and of developing, managing, and protecting public recreational areas, whereby the enrollees of the Corps may be utilized by such agencies in carrying out, under the immediate supervision of such agencies, programs planned and designed by such agencies to fulfill such responsibility, and including agreements for a botanical survey program involving surveys and maps of existing vegetation and investigations of the plants, soils, and environments of natural and disturbed plant communities: *Provided, That such agreements shall provide that all studies, evaluations, proposals, and data produced or developed with Federal funds in the course of the operation of any conservation camp or training center shall become the property of the United States;*

(b) arrange for the provision of education and vocational training of enrollees in the Corps: *Provided, That, where practicable, such programs may be provided through local public educational agencies or by private vocational educational institutions or technical institutes where such institutions or institutes can provide substantially equivalent training with reduced Federal expenditures: Provided, That such arrangements for education and training of enrollees in the Corps shall, to the extent feasible, provide opportunities for qualified enrollees to obtain education or training necessary to qualify them for the equivalent of a certificate of graduation from high school;*

(c) provide or arrange for the provision of programs of useful work experience and other appropriate activities for enrollees;

(d) establish standards of safety and health for enrollees, and furnish or arrange for the furnishing of health services; and

(e) prescribe such rules and regulations and make such arrangements as he deems necessary to provide for the selection of enrollees and to govern their conduct after enrollment, including appropriate regulation as to the circumstances under which enrollment may be terminated: *Provided, however, That the Director shall make no payments to any individual or to any organization solely as compensation for the service of referring the names of candidates for enrollment in the Corps.*

COMPOSITION OF THE CORPS

SEC. 104. (a) The Corps shall be composed of young men and young women who are permanent residents of the United States, who have attained age sixteen but have not attained age twenty-two at the time of enrollment, and who meet the standards for enrollment prescribed by the Director. Participation in the Corps shall not relieve any enrollee of obligations under the Universal Military Training and

Service Act (50 U.S.C. App. 451 et seq.). For purposes of this subsection, any native and citizen of Cuba who arrived in the United States from Cuba as a nonimmigrant or as a parolee subsequent to January 1, 1959, under the provisions of section 214(a) or 212(d)(5), respectively, of the Immigration and Nationality Act shall be considered a permanent resident of the United States.

(b) In order to enroll as a member of the Corps, an individual must agree to comply with rules and regulations promulgated by the Director for the government of the Corps.

(c) The total enrollment of any individual in the Corps shall not exceed two years except as the Director may determine in special cases.

(d) Each enrollee (other than an enrollee who is a native and citizen of Cuba described in section 104(a) of this Act) must take and subscribe to an oath or affirmation in the following form: "I do solemnly swear (or affirm) that I bear true faith and allegiance to the United States of America and will support and defend the Constitution and laws of the United States against all its enemies foreign and domestic." The provisions of section 1001 of title 18, United States Code, shall be applicable to the oath or affirmation required under this subsection.

(e) *The Director shall take such action as may be necessary to insure that, on or before July 1, 1967, the number of women in residence, and receiving training, at Job Corps conservation camps and training centers is at least 10,000.*

(f) *The Director shall not use any funds made available to carry out this part for the fiscal year ending June 30, 1967 in such a manner as to increase the capacity of conservation camps and training centers of the Job Corps above the capacity of 45,000 enrollees in such camps and centers.*

ALLOWANCE AND MAINTENANCE

SEC. 105. (a) Enrollees may be provided with such living, travel, and leave allowances, and such quarters, subsistence, transportation, equipment, clothing, recreational services, medical, dental, hospital, and other health services and other expenses as the Director may deem necessary or appropriate for their needs. Transportation and travel allowances may also be provided, in such circumstances as the Director may determine, for applicants for enrollment to or from places of enrollment, and for former enrollees from places of termination to their homes.

(b) Upon termination of his or her enrollment in the Corps, each enrollee shall be entitled to receive a readjustment allowance at a rate not to exceed \$50 for each month of satisfactory participation therein as determined by the Director: *Provided, however,* That under such circumstances as the Director may determine a portion of the readjustment allowance of an enrollee not exceeding \$25 for each month of satisfactory service may be paid during the period of service of the enrollee directly to a member of his or her family (as defined in section 609(c)) and any sum so paid shall be supplemented by the payment of an equal amount by the Director. In the event of the enrollee's death during the period of his or her service, the amount of any unpaid readjustment allowance shall be paid in accordance with the provisions of section 1 of the Act of August 3, 1950 (5 U.S.C. 61f).

APPLICATION OF PROVISIONS OF FEDERAL LAW

SEC. 106. (a) Except as otherwise specifically provided in this part, an enrollee shall be deemed not to be a Federal employee and shall not be subject to the provisions of laws relating to Federal employment, including those relating to hours of work, rates of compensation, leave, unemployment compensation, and Federal employee benefits.

(b) Enrollees shall be deemed to be employees of the United States for the purposes of the Internal Revenue Code of 1954 (26 U.S.C. 1 et seq.) and of title II of the Social Security Act (42 U.S.C. 401 et seq.) and any service performed by an individual as an enrollee shall be deemed for such purposes to be performed in the employee of the United States.

(c)(1) Enrollees under this part shall, for the purposes of the administration of the Federal Employees' Compensation Act (5 U.S.C. 751 et seq.), be deemed to be civil employees of the United States within the meaning of the term "employee" as defined in section 40 of such Act (5 U.S.C. 790) and the provisions thereof shall apply except as hereinafter provided.

(2) For purposes of this subsection:

(A) The term "performance of duty" in the Federal Employees' Compensation Act shall not include any act of an enrollee while absent from his or her assigned post of duty, except while participating in an activity (including an activity while on pass or during travel to or from such post of duty) authorized by or under the direction and supervision of the Corps.

(B) In computing compensation benefits for disability or death under the Federal Employees' Compensation Act, the monthly pay of an enrollee shall be deemed to be [\$150, except that with respect to compensation for disability accruing after the individual concerned reaches the age of twenty-one, such monthly pay shall be deemed to be] that received under the entrance salary for GS-2 under the Classification Act of 1949 (5 U.S.C. 1071 et seq.), and section 6(d)(1) of the former Act (5 U.S.C. 756(d)(1)) shall apply to enrollees.

(C) Compensation for disability shall not begin to accrue until the day following the date on which the enrollment of the injured enrollee is terminated.

(d) An enrollee shall be deemed to be an employee of the Government for the purposes of the Federal tort claims provisions of title 28, United States Code.

(e) Personnel of the uniformed services who are detailed or assigned to duty in the performance of agreements made by the Director for the support of the Corps shall not be counted in computing strength under any law limiting the strength of such services or in computing the percentage authorized by law for any grade therein.

POLITICAL DISCRIMINATION AND POLITICAL ACTIVITY

SEC. 107. (a) No officer or employee of the executive branch of the Federal Government shall make any inquiry concerning the political affiliation or beliefs of any enrollee or applicant for enrollment in the Corps. All disclosures concerning such matters shall be ignored, except as to such membership in political parties or organizations as constitutes by law a disqualification for Government

employment. No discrimination shall be exercised, threatened or promised by any person in the executive branch of the Federal Government against or in favor of any enrollee in the Corps, or any applicant for enrollment in the Corps because of his political affiliation or beliefs, except as may be specifically authorized or required by law.

(b) No officer, employee or enrollee of the Corps shall take any active part in political management or in political campaigns, except as may be provided by or pursuant to statute, and no such officer, employee or enrollee shall use his official position or influence for the purpose of interfering with an election or affecting the result thereof. All such persons shall retain the right to vote as they may choose and to express, in their private capacities, their opinions on all political subjects and candidates. Any officer, employee, enrollee or Federal employee who solicits funds for political purposes from members of the Corps, shall be in violation of the Corrupt Practices Act.

(c) Whenever the United States Civil Service Commission finds that any person has violated the foregoing provisions, it shall, after giving due notice and opportunity for explanation to the officer or employee or enrollee concerned, certify the facts to the Director with specific instructions as to discipline or dismissal or other corrective actions.

STATE-OPERATED YOUTH CAMPS

SEC. 108. The Director is authorized to enter into agreements with States to assist in the operation or administration of State-operated programs which carry out the purpose of this part. The Director may, pursuant to such regulations as he may adopt, pay part or all of the operative or administrative costs of such programs.

REQUIREMENT FOR STATE APPROVAL OF CONSERVATION CAMPS AND TRAINING CENTERS

SEC. 109. In carrying out the provisions of part A of this title no conservation camp, training center, or other similar facility designed to carry out the purposes of this Act, shall be established within a State unless a plan setting forth such proposed establishment has been submitted to the Governor of the State and such plan has not been disapproved by him within thirty days of such submission.

YOUTH CONSERVATION CORPS

SEC. 110. Within the Job Corps there is authorized a Youth Conservation Corps in which at any one time no less than 40 per centum of the male enrollees under this part shall be assigned to camps where their work activity is directed primarily toward conserving, developing, and managing the public natural resources of the Nation, and developing, managing, and protecting public recreational areas. Such work activity shall be performed under the direction of members of agencies charged with the responsibility of conserving, developing, and managing the public natural resources and of developing, managing, and protecting public recreational areas.

SPECIAL PILOT PROJECT

SEC. 111. The Director shall carry out a pilot project at a Job Corps training center which shall be designed to appraise the feasibility of conducting a training center both as a residential center and as a vocational school for day students. In conducting such project the Director may waive any of the preceding provisions of this part insofar as they would apply to such day students. The Director shall make a report to the Congress on or before March 1, 1968, of the information derived by him from such pilot project.

PART B—WORK TRAINING PROGRAMS

[STATEMENT OF PURPOSE

[SEC. 111. The purpose of this part is to provide useful work experience opportunities for unemployed young men and young women, through participation in State and community work training programs, so that their employability may be increased or their education resumed or continued and so that public agencies and private nonprofit organizations (other than political parties) will be enabled to carry out programs which will permit or contribute to an undertaking or service in the public interest that would not otherwise be provided, or will contribute to the conservation and development of natural resources and recreational areas.

[DEVELOPMENT OF PROGRAMS

[SEC. 112. In order to carry out the purposes of this part, the Director shall assist and cooperate with State and local agencies and private nonprofit organizations (other than political parties) in developing programs for the employment of young people in State and community activities hereinafter authorized, which, whenever appropriate, shall be coordinated with programs of training and education provided by local public educational agencies.

[FINANCIAL ASSISTANCE

[SEC. 113. (a) The Director is authorized to enter into agreements providing for the payment by him of part or all of the cost of a State or local programs submitted hereunder if he determines, in accordance with such regulations as he may prescribe, that—

[(1) enrollees in the program will be employed either (A) on publicly owned and operated facilities or projects, or (B) on local projects sponsored by private nonprofit organizations (other than political parties), other than projects involving the construction, operation, or maintenance of so much of any facility used or to be used for sectarian instruction or as a place for religious worship;

[(2) the program will increase the employability of the enrollees by providing work experience and training in occupational skills or pursuits in classifications in which the Director finds there is a reasonable expectation of employment, or will enable student enrollees to resume or to maintain school attendance;

[(3) the program will permit or contribute to an undertaking or service in the public interest that would not otherwise be

provided, or will contribute to the conservation, development, or management of the natural resources of the State or community or to the development, management, or protection of State or community recreational areas;

[(4) the program will not result in the displacement of employed workers or impair existing contracts for services;

[(5) the rates of pay and other conditions of employment will be appropriate and reasonable in the light of such factors as the type of work performed, geographical region, and proficiency of the employee;

[(6) to the maximum extent feasible, the program will be coordinated with vocational training and educational services adapted to the special needs of enrollees in such program and sponsored by State or local public educational agencies: *Provided, however,* That where such services are inadequate or unavailable, the program may make provision for the enlargement, improvement, development, and coordination of such services with the cooperation of, or where appropriate pursuant to agreement with, the Secretary of Health, Education, and Welfare; and

[(7) the program includes standards and procedures for the selection of applicants, including provisions assuring full coordination and cooperation with local and other authorities to encourage students to resume or maintain school attendance.

[(b) In approving projects under this part, the Director shall give priority to projects with high training potential.]

NEIGHBORHOOD YOUTH CORPS

SEC. 112. (a) The Director shall formulate and carry out—

(1) programs to provide part-time employment, on-the-job training, and useful work experience for students from low-income families who are in the ninth through twelfth grades of school (or are of an age equivalent to that of students in such grades) who are in need of the earnings to permit them to resume or maintain attendance in school, and

(2) programs to provide unemployed individuals useful work experience and on-the-job training, combined where needed with educational and training assistance, including basic literacy and occupational training designed to assist the individuals to develop their maximum occupational potential. Participation shall be limited to individuals aged sixteen through twenty-one years.

(b) In determining for purposes of paragraph (1) of subsection (a) whether a student is from a low-income family, the Director shall consider a student to be from such a family if the family receives cash welfare payments.

FINANCIAL ASSISTANCE

SEC. 113. (a) The Director is authorized to enter into agreements providing for the payment by him of part or all of the cost of a program submitted under section 112 if he determines, in accordance with such regulations as he may prescribe, that—

(1) enrollees (except those engaged in on-the-job training) will be employed either (A) on publicly owned and operated facilities or projects, or (B) on local projects sponsored by private nonprofit organizations;

(2) no enrollees will be employed on projects involving political parties, or the construction, operation, or maintenance of so much of any facility as is used or to be used for sectarian instruction or as a place for religious worship;

(3) the program will not result in the displacement of employed workers or impair existing contracts for services; and

(4) the rates of pay for time spent in work, training or education and other conditions of employment will be appropriate and reasonable in the light of such factors as the type of work performed, geographical region, and proficiency of the employee.

(b) In approving on-the-job training projects, the Director is authorized to enter into agreements with other than public or private nonprofit organizations to pay reasonable training costs but not wages paid to enrollees for services performed.

(c) In approving projects under this part, the Director shall give priority to projects with high training potential and high potential for contributing to the upward mobility of the trainee.

ENROLLEES IN PROGRAM

SEC. 114. (a) Participation in programs under this part shall be limited to young men and women who are permanent residents of the United States, [who have attained age sixteen but have not attained age twenty-two,] and whose participation in such programs will be consistent with the purposes of this part. For purposes of this subsection, any native and citizen of Cuba who arrived in the United States from Cuba as a nonimmigrant or as a parolee subsequent to January 1, 1959, under the provisions of section 214(a) or 212(d)(5), respectively, of the Immigration and Nationality Act shall be considered a permanent resident of the United States.

(b) Enrollees shall be deemed not to be Federal employees and shall not be subject to the provisions of laws relating to Federal employment, including those relating to hours of work, rates of compensation, leave, unemployment compensation, and Federal employee benefits.

(c) Where appropriate to carry out the purposes of this Act, the Director may provide for testing, counseling, job development, and referral services to youths through public agencies or private nonprofit organizations.

LIMITATIONS ON FEDERAL ASSISTANCE

SEC. 115. Federal assistance to any program pursuant to this part [paid for the period ending three years after the date of enactment of this Act] shall not exceed 90 per centum of the costs of such program, including costs of administration, [and such assistance paid for periods thereafter shall not exceed 50 per centum of such costs,] unless the Director determines, pursuant to regulations adopted and promulgated by him establishing objective criteria for such determinations, that assistance in excess of such percentages is required in furtherance of the purposes of this part. Non-Federal contributions may be in cash or in kind, fairly evaluated, including but not limited to plant, equipment, and services.

EQUITABLE DISTRIBUTION OF ASSISTANCE

SEC. 116. The Director shall establish criteria designed to achieve an equitable distribution of assistance under this part among the States. In developing such criteria, he shall consider among other relevant factors the ratios of population, unemployment, and family income levels. Not more than 12½ per centum of the sums appropriated or allocated for any fiscal year to carry out the purposes of this part shall be used within any one State.

* * * * *

[PART D—AUTHORIZATION OF APPROPRIATIONS

[SEC. 131. The Director shall carry out the programs for which he is responsible under this title during the fiscal year ending June 30, 1965, and the three succeeding fiscal years. For the purpose of carrying out this title, there is hereby authorized to be appropriated the sum of \$412,500,000 for the fiscal year ending June 30, 1965, and the sum of \$700,000,000 for the fiscal year ending June 30, 1966; and for the fiscal year ending June 30, 1967, and the succeeding fiscal year such sums may be appropriated as the Congress may hereafter authorize by law.]

PART D—DURATION OF PROGRAM

SEC. 131. (a) *The Director shall carry out the programs for which he is responsible under this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law.*

(b) *Of the funds appropriated to carry out this title for any fiscal year, not less than \$496,000,000 shall be available only for carrying out part B thereof.*

TITLE II—URBAN AND RURAL COMMUNITY ACTION PROGRAMS

PART A—GENERAL COMMUNITY ACTION PROGRAMS

STATEMENT OF PURPOSE

SEC. 201. The purpose of this part is to provide stimulation and incentive for urban and rural communities to mobilize their resources to combat poverty through community action programs.

COMMUNITY ACTION PROGRAMS

SEC. 202. (a) The term “community action program” means a program—

(1) which mobilizes and utilizes *in an attack on poverty* resources, public or private, of any urban or rural, or combined urban and rural, geographical area (referred to in this part as a “community”), including but not limited to a State, metropolitan area, county, city, town, multicity unit, or multicounty unit [in an attack on poverty] *or any neighborhood or other area (irrespective of boundaries or political subdivisions) which is sufficiently homogeneous in character to be an appropriate area for an attack on poverty under this part;*

(2) which provides services, assistance, and other activities of sufficient scope and size to give promise of progress toward elimination of poverty or a cause or causes of poverty through developing employment opportunities, improving human performance, motivation, and productivity, or bettering the conditions under which people live, learn, and work;

(3) which is developed, conducted, and administered with the maximum feasible participation of residents of the areas and members of the groups served;

(4) which is conducted, administered, or coordinated by a public or private nonprofit agency (other than a political party), or a combination thereof; and

(5) which includes provision for reasonable access of the public to information including, but not limited to, reasonable opportunity for public hearings at the request of appropriate local community groups, and reasonable public access to books and records of the agency or agencies engaged in the development, conduct, and administration of the program, in accordance with procedures approved by the Director.

(b) The Director is authorized to prescribe such additional criteria for programs carried on under this part as he shall deem appropriate.

(c) The Director shall not approve a community action program which is conducted, administered, or coordinated by a board which contains representatives from various geographical areas in the community unless such representatives are required to live in the area they represent.

ALLOTMENTS TO STATES

SEC. 203. (a) From the sums appropriated to carry out this title for a fiscal year, the Director shall reserve the amount needed for carrying out sections 204 and 205. Not to exceed 2 per centum of the amount so reserved shall be allotted by the Director among Puerto Rico, Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands according to their respective needs for assistance under this part. Twenty per centum of the amount so reserved shall be allotted among the States as the Director shall determine. The remainder of the sums so reserved shall be allotted among the States as provided in subsection (b).

(b) Of the sums being allotted under this subsection—

(1) one-third shall be allotted by the Director among the States so that the allotment to each State under this clause will be an amount which bears the same ratio to such one-third as the number of public assistance recipients in such State (*as determined on the basis of the latest calendar or fiscal year data, whichever is later*) bears to the total number of public assistance recipients in all the States (*as so determined*);

(2) one-third shall be allotted by him among the States so that the allotment to each State under this clause will be an amount which bears the same ratio to such one-third as the annual average number of persons unemployed in such State (*as determined on the basis of the latest calendar or fiscal year data, whichever is later*) bears to the annual average number of persons unemployed in all the States (*as so determined*); and

(3) the remaining one-third shall be allotted by him among the States so that the allotment to each State under this clause will

be an amount which bears the same ratio to such one-third as the number of related children under 18 years of age living in families with incomes of less than \$1,000 in such State bears to the number of related children under 18 years of age living in families with incomes of less than \$1,000 in all the States.

(c) The portion of any State's allotment under subsection (a) for a fiscal year which the Director determines will not be required for such fiscal year for carrying out this part shall be available for reallocation from time to time, on such dates during such year as the Director may fix, to other States in proportion to their original allotments for such year, but with such proportionate amount for any of such other States being reduced to the extent it exceeds the sum which the Director estimates such State needs and will be able to use for such year for carrying out this part; and the total of such reductions shall be similarly reallocated among the States whose proportionate amounts are not so reduced. Any amount reallocated to a State under this subsection during a year shall be deemed part of its allotment under subsection (a) for such year.

(d) For the purposes of this section, the term "State" does not include Puerto Rico, Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands.

FINANCIAL ASSISTANCE FOR DEVELOPMENT OF COMMUNITY ACTION PROGRAMS

SEC. 204. The Director is authorized to make grants to, or to contract with, appropriate public or private nonprofit agencies, or combinations thereof, to pay part or all of the costs of development of community action programs.

FINANCIAL ASSISTANCE FOR CONDUCT AND ADMINISTRATION OF COMMUNITY ACTION PROGRAMS

SEC. 205. (a) The Director is authorized to make grants to, or to contract with, public or private nonprofit agencies, or combinations thereof, to pay part or all of the costs of community action programs which have been approved by him pursuant to this part, including the cost of carrying out programs which are components of a community action program and which are designed to achieve the purposes of this part. Such component programs shall be focused upon the needs of low-income individuals and families and shall provide expanded and improved services, assistance, and other activities, and facilities necessary in connection therewith. Such programs shall be conducted in those fields which fall within the purposes of this part including, but not limited to, employment, job training and counseling, health, vocational rehabilitation, housing, home management, welfare, and special remedial and other noncurricular educational assistance for the benefit of low-income individuals and families. *The Director shall require that where an agency pays an employee engaged in carrying out a community action program at a rate in excess of \$12,500 per annum, payment of such excess shall not be made from Federal funds; and any amount paid such an employee in excess of \$12,500 per annum shall not be considered in determining whether section 208(a) has been complied with.*

(b) No grant or contract authorized under this part may provide for general aid to elementary or secondary education in any school or school system.

(c) In determining whether to extend assistance under this section the Director shall consider among other relevant factors the incidence of poverty within the community and within the areas or groups to be affected by the specific program or programs, and the extent to which the applicant is in a position to utilize efficiently and expeditiously the assistance for which application is made. In determining the incidence of poverty the Director shall consider information available with respect to such factors as: the concentration of low-income families, particularly those with children; the extent of persistent unemployment and underemployment; the number and proportion of persons receiving cash or other assistance on a needs basis from public agencies or private organizations; the number of migrant or transient low-income families; school dropout rates, military service rejection rates, and other evidences of low educational attainment; the incidence of disease, disability, and infant mortality; housing conditions; adequacy of community facilities and services; and the incidence of crime and juvenile delinquency.

[(d) The Director is authorized to make grants under this section for special programs (1) which involve activities directed to the needs of those chronically unemployed poor who have poor employment prospects and are unable, because of age or otherwise, to secure appropriate employment or training assistance under other programs, (2) which, in addition to other services provided, will enable such persons to participate in projects for the betterment or beautification of the community or area served by the program, including without limitation activities which will contribute to the management, conservation, or development of natural resources, recreational areas, Federal, State, and local government parks, highways, and other lands, and (3) which are conducted in accordance with standards adequate to assure that the program is in the public interest and otherwise consistent with policies applicable under this Act for the protection of employed workers and the maintenance of basic rates of pay and other suitable conditions of employment.]

(e) In extending assistance under this section the Director shall give special consideration to programs which give promise of effecting a permanent increase in the capacity of individuals, groups, and communities to deal with their problems without further assistance *and to programs which make the maximum utilization of existing schools, community centers, settlement houses, and other facilities during times they are not in use for their primary purpose.*

(f) *The Director shall carry out this part in such a manner as to insure that, of funds available for carrying out sections 204 and 205, at least 20 per centum will be used for carrying out independently funded community action programs which are carried on in communities in which there is being carried on concurrently a community action program for which an overall community action agency assumes responsibility for planning, developing, and coordinating communitywide antipoverty programs and provides for the involvement and participation of public and private non-profit agencies. For purposes of this subsection, a program will be deemed to be independently funded if the grantee is one that develops, and is funded to operate only, programs which are of limited scope and which does not have broad comprehensive community representation on its*

policymaking board, whether or not the grantee sponsors one or several component programs.

(g) No officer or employee of the Office of Economic Opportunity shall be an executive officer or a member of the board of directors of any organization (other than a religious organization) with which the Director has entered into a contract under this section to carry out a community action program or a component program thereof.

TECHNICAL ASSISTANCE

SEC. 206. The Director is authorized to provide, either directly or through grants or other arrangements, (1) technical assistance to communities in developing, conducting, and administering community action programs, and (2) training for specialized personnel needed to develop, conduct, or administer such programs or to provide services or other assistance thereunder.

RESEARCH, TRAINING, AND DEMONSTRATIONS

SEC. 207. (a) The Director is authorized to conduct, or to make grants to or enter into contracts with institutions of higher education or other appropriate public agencies or private organizations for the conduct of research, training, and demonstrations pertaining to the purposes of this part. Expenditures under this section in any fiscal year shall not exceed [15] 5 per centum of the sums appropriated or allocated for such year to carry out the purposes of this part. No grant or contract for a research or demonstration project shall be made under this section after January 1, 1967, except pursuant to an overall plan setting forth specific objectives to be achieved under this section and setting forth priorities among such objectives. Such plan, to the extent it contemplates activities or programs that may be undertaken by other Federal agencies or the making of grants or contracts that might be made by other Federal agencies having demonstration and research responsibilities, shall be approved by the Director only after consultation with such agencies. The Director shall include as part of the annual report required by section 608, or as a separate and simultaneous report, a description of the principal research and demonstration activities undertaken during each fiscal year under this part, a statement indicating the relation of such activities to the plan and the policies of this Act, and a statement with respect to each such category, indicating the time or period, and to the extent possible the manner, in which the benefits or expected benefits of such activities will or are expected to be realized. The Director shall require that all applications or proposals for research, training, or demonstrations shall be filed simultaneously in the appropriate regional office of the Office of Economic Opportunity, and shall require such offices to review and make recommendations with respect thereto within fifteen days from the date of filing.

(b) The Director shall formulate and carry out under this section programs for the prevention of narcotic addiction and the rehabilitation of narcotic addicts. Such programs shall include provisions for the detoxification, guidance, training, and job placement of narcotic addicts. Of the funds available for carrying out this section in any fiscal year, not less than \$12,500,000 shall be used to carry out this subsection.

(c) The Director shall formulate and carry out under this section a program for making small loans to persons in low-income families to meet

immediate and urgent family needs. The total outstanding balance of loans made to an individual under this subsection may not at anytime exceed \$300. Loans under this subsection shall bear interest at the rate of 2 per centum per annum and shall be made on such other terms and conditions as the Director may prescribe. In carrying out this subsection, the Director shall make maximum feasible use of Federal credit unions. Of the sums available to carry out this section in any fiscal year, not less than \$8,000,000 may be used only to carry out this subsection.

LIMITATIONS ON FEDERAL ASSISTANCE

SEC. 208. (a) Assistance pursuant to sections 204 and 205 paid for the period ending [three years after the date of enactment of this Act] *June 30, 1967*, shall not exceed 90 per centum of the costs referred to in those sections, respectively, and thereafter shall not exceed [50] 80 per centum of such costs, unless the Director determines, pursuant to regulations adopted and promulgated by him establishing objective criteria for such determinations, that assistance in excess of such percentages is required in furtherance of the purposes of this part. Non-Federal contributions may be in cash or in kind, fairly evaluated, including but not limited to plant, equipment, and services.

(b) The Director is authorized to prescribe regulations establishing objective criteria pursuant to which assistance may be reduced below the applicable percentage specified in subsection (a) for such community action programs or components as have received assistance under section 205 for a period prescribed in such regulations.

(c) The expenditures or contributions made from non-Federal sources for a community action program or component thereof shall be in addition to the aggregate expenditures or contributions from non-Federal sources which were being made for similar purposes prior to the extension of Federal assistance. The requirement imposed by the preceding sentence shall be subject to such regulations as the Director may adopt and promulgate establishing objective criteria for determinations covering situations where a literal application of such requirement would result in unnecessary hardship or otherwise be inconsistent with the purposes sought to be achieved.

PARTICIPATION OF STATE AGENCIES

SEC. 209. (a) The Director shall establish procedures which will facilitate effective participation of the States in community action programs including, but not limited to, consultation with appropriate State agencies on the development, conduct, and administration of such programs.

(b) The Director is authorized to make grants to, or to contract with, appropriate State agencies for the payment of the expenses of such agencies in providing technical assistance to communities in developing, conducting, and administering community action programs.

(c) In carrying out the provisions of part B of title I and title II of this Act, no contract, agreement, grant, loan, or other assistance shall be made with, or provided to, any State or local public agency or any private institution or organization for the purpose of carrying out any program, project, or other activity within a State unless a plan setting forth such proposed contract, agreement, grant, loan, or

other assistance has been submitted to the Governor of the State, and such plan has not been disapproved by the Governor within thirty days of such submission, or, if so disapproved, has been reconsidered by the Director and found by him to be fully consistent with the provisions and in furtherance of the purposes of this part: *Provided, however,* That this section shall not apply to contracts, agreements, grants, loans, or other assistance to any institution of higher education in existence on the date of the approval of this Act.

(d) When the Director receives an application from a private nonprofit agency for a community action program to be carried on in a community in which there is a community action agency carrying on a number of component programs, he shall, within five days, give notice to such community action agency and the Governor of the State in which the community is located of the receipt of such application. When the Director determines that a separate contract or grant is desirable and practical and that good cause has been shown, he is authorized to make a grant directly to, or to contract directly with, such agency.

(e) No private institution or organization shall be eligible for participation under this part unless it (1) is itself an institution or organization which has, prior to its consideration for such participation, had a concern with problems of poverty, or (2) is sponsored by one or more such institutions or organizations or by a public agency, or (3) is an institution of higher education (as defined by section 401(f) of the Higher Education Facilities Act of 1963).

EQUITABLE DISTRIBUTION OF ASSISTANCE

SEC. 210. The Director shall establish criteria designed to achieve an equitable distribution of assistance under this part within the States between urban and rural areas. In developing such criteria, he shall consider the relative numbers in the States or areas therein of: (1) low-income families, particularly those with children; (2) unemployed persons; (3) persons receiving cash or other assistance on a needs basis from public agencies or private organizations; (4) school dropouts; (5) adults with less than an eighth-grade education; (6) persons rejected for military service; and (7) persons living in urban places compared to the number living in rural places as determined by the Bureau of the Census for the 1960 census.

[PREFERENCE FOR COMPONENTS OF APPROVED PROGRAMS]

[SEC. 211. In determining whether to extend assistance under this Act, the Director shall, to the extent feasible, give preference to programs and projects which are components of a community action program approved pursuant to this part.]

HEADSTART AND LEGAL SERVICES PROGRAMS

SEC. 211. The Director shall take such action as may be necessary to insure that, of the sums reserved under section 203(a) for carrying out sections 204 and 205 for each fiscal year—

(1) not less than \$352,000,000 shall be used only for carrying out programs eligible for assistance under such sections which assist young children who have not reached the age of compulsory

school attendance and which include (A) the furnishing of such comprehensive health, nutritional, social, educational and mental health services as the Director finds will aid such children to attain their greatest potential, (B) the provision of appropriate activities to encourage the participation of parents of such children and the effective use of their services, and (C) such other training, technical assistance, evaluation and follow-through activities as may be necessary or appropriate; and

(2) not less than \$22,000,000 shall be used only for carrying out programs eligible for assistance under such sections, which provide legal advice and legal representation to persons when they are unable to afford the services of a private attorney, together with legal research and information as appropriate to mobilize the assistance of lawyers or legal institutions, or combinations thereof, to further the cause of justice among persons living in poverty.

USEFUL WORK TRAINING FOR UNEMPLOYED ADULTS

SEC. 211-1. The Director shall formulate and carry out programs to provide unemployed adults useful work training opportunities which will enable individuals employed under the program to enjoy opportunity for promotion and advancement, enhance their prospects of normal employment without Federal assistance, and permit or contribute to an undertaking or service in the public interest, including, but not limited to, health, education, welfare, public safety, conservation, development or management of natural resources, recreational areas, Federal, State and local parks and playgrounds, and betterment and beautification of the community or area served by the program. Such work experience shall be combined, where needed, with educational and training assistance, including basic literacy and occupational training. Such program shall be conducted in a manner consistent with policies applicable under this Act for the protection of employed workers and the maintenance of basic rates of pay and other suitable conditions of employment. Assistance under this section shall not exceed 90 per centum of the cost of carrying out programs under this section unless the Director determines, pursuant to regulations adopted and promulgated by him establishing objective criteria for such determinations, that assistance in excess of such percentage is required in furtherance of the purposes of this section. Non-Federal contributions may be in cash or in kind, fairly evaluated, including but not limited to plant, equipment, and services. Of the sums appropriated to carry out this title in a fiscal year, not less than \$88,000,000 shall be used only to carry out this section.

PART B—ADULT BASIC EDUCATION PROGRAMS

DECLARATION OF PURPOSE

SEC. 212. It is the purpose of this part to initiate programs of instruction for individuals who have attained age eighteen and whose inability to read and write the English language, or lack of similar basic skills, constitutes a substantial impairment of their ability to get or retain employment commensurate with their real ability, so as to help eliminate such inability and raise the level of education of such individuals with a view to making them less likely to become dependent on others, improving their ability to benefit from occupational

training and otherwise increasing their opportunities for more productive and profitable employment, and making them better able to meet their adult responsibilities.

GRANTS TO STATES

SEC. 213. (a) From so much of the sums appropriated or allocated to carry out this part as is not reserved pursuant to section 218, the the Director shall make grants to States which have State plans approved by him under **[this section]** *section 214*.

(b) Grants under subsection (a) may be used, in accordance with regulations of the Director, to—

(1) assist in establishment of pilot projects by local educational agencies, relating to instruction in public schools, or other facilities used for the purpose by such agencies, of individuals described in section 212, to (A) demonstrate, test, or develop modifications, or adaptations in the light of local needs, of special materials or methods for instruction of such individuals, (B) stimulate the development of local educational agency programs for instruction of such individuals in such schools or other facilities, and (C) acquire additional information concerning the materials or methods needed for an effective program for raising adult basic educational skills;

(2) assist in meeting the cost of local educational agency programs for instruction of such individuals in such schools or other facilities; and

(3) assist in development or improvement of technical or supervisory services by the State educational agency relating to adult basic education programs.

STATE PLANS

[SEC. 214. (a) The Director shall approve for purposes of this part the plan of a State which—

[(1) provides for administration thereof by the State educational agency;

[(2) provides that such agency will make such reports to the Director, in such form and containing such information, as may reasonably be necessary to enable the Director to perform his duties under this part and will keep such records and afford such access thereto as the Director finds necessary to assure the correctness and verification of such report;

[(3) provide such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting for Federal funds paid to the State under this part (including such funds paid by the State to local educational agencies);

[(4) provides for cooperative arrangements between the State educational agency and the State health authority looking toward provision of such health information and services for individuals described in section 212 as may be available from such agencies and as may reasonably be necessary to enable them to benefit from the the instruction provided under programs conducted pursuant to grants under this part; and

[(5) sets forth a program for use, in accordance with section 213(b), of grants under this part which affords assurance of substantial progress, within a reasonable period and with respect to all segments of the population and all areas of the State, toward elimination of the inability of adults to read and write English and toward substantially raising the level of education of individuals described in section 212.]

SEC. 214. (a) The Director shall approve a State plan which sets forth a program for use, in accordance with section 213 (b), of grants under this part, and which (consistent with such basic criteria as the Director may prescribe)—

(1) contains a system of specific priorities adequate to assure the most effective use of funds, having regard to the number of persons described in section 212 in different areas of the State, the extent of their educational deficiencies, and the degree to which local programs or projects under this part will assist such persons to become more responsible and effective citizens;

(2) contains specific provisions for cooperative arrangements with appropriate public or nonprofit agencies within the State concerned with problems of poverty, employment, and health related to the purposes of this section, and sets forth specific procedures for implementing such arrangements in connection with local projects and programs as necessary or appropriate to assure that related services or assistance needed by participants will be provided and that such projects and programs will be carried on in a coordinated manner consistent with the provisions and purposes of this Act;

(3) provides such criteria as may be necessary to assure that all projects and programs are carried on in a way responsive to the needs and abilities of adults who are educationally and economically disadvantaged and that use is made of services, facilities, staff, systems and methods that will best contribute to this objective;

(4) provides that projects and programs initiated or supported under the plan will be subject to adequate procedures for evaluation of their effectiveness and for the dissemination of the results of such evaluations whenever appropriate to interested agencies and persons throughout the State; and

(5) provides for administration by the State educational agency in accordance with procedures and policies to (A) assure proper disbursement of and accounting for all funds granted under section 213, (B) enable the State agency to make such prompt reports to the Director containing such information as may be required to permit him to determine the current status of operations or actions taken under the State plan, or as may otherwise be necessary to enable him to perform his duties under this part or any applicable provision of this Act, and (C) assure that such supporting books, records, and other documentation will be maintained, and made available to the Director, as he finds reasonably necessary to verify reports or otherwise discharge his responsibilities.

(b) The Director shall not finally disapprove any State plan submitted under this part, or any modification thereof, without first affording the State educational agency reasonable notice and opportunity for a hearing.

ALLOTMENTS

SEC. 215. (a) From the sums allocated for grants to States under section 213 for any fiscal year, the Director shall reserve such amount, but not in excess of 2 per centum thereof, as he may determine, and shall allot such amount among Puerto Rico, Guam, American Samoa, and the Virgin Islands according to their respective needs for assistance under this part. The remainder of the sums so allocated for a fiscal year shall be allotted by the Director on the basis of the relative number of individuals in each State who have attained age eighteen and who have completed not more than five grades of school or have not achieved an equivalent level of education, as determined by the Director on the basis of the best and most recent information available to him, including any relevant data furnished to him by the Department of Commerce. The amount allotted to any State under the preceding sentence for any fiscal year which is less than \$50,000 shall be increased to that amount, the total thereby required being derived by proportionately reducing the amount allotted to each of the remaining States under the preceding sentence, but with such adjustments as may be necessary to prevent the allotment of any of such remaining States from being thereby reduced to less than \$50,000. For the purposes of this subsection, the term "State" shall not include Puerto Rico, Guam, American Samoa, and the Virgin Islands.

[(b) The portion of any State's allotment under subsection (a) for a fiscal year which the Director determines will not be required, for the period such allotment is available for carrying out the State plan (if any) approved under this part shall be available for reallocation from time to time, on such dates during such period as the Director may fix, to other States in proportion to the original allotments to such States under subsection (a) for such year, but with such proportionate amount for any of such other States being reduced to the extent it exceeds the sum which the Director estimates such State needs and will be able to use for such period for carrying out its State plan approved under this part; and the total of such reductions shall be similarly reallocated among the States whose proportionate amounts are not so reduced. Any amount reallocated to a State under this subsection during a year shall be deemed part of its allotment under subsection (a) for such year.]

[(c) The allotment of any State under subsection (a) for the fiscal year ending June 30, 1965, shall, except to the extent reallocated under subsection (b), remain available until June 30, 1966, for obligation by such State for carrying out its State plan approved under this part.]

(b) The portion of any State's allotment under subsection (a) which the Director determines will not be required, for the period such allotment is available, for carrying out the State plan (if any) approved under this part shall be available, first, for use within such State for the purpose of grants under section 218(b), and then, for reallocation in accordance with subsection (c).

(c) Reallocation as authorized by subsection (b) may be made from time to time in such States during any fiscal year as the Director may fix. Reallocations of funds from one State shall be made to other States in proportion to the original allotments to such States under subsection (a) for such year, but with such proportionate amount for any of such other States being reduced to the extent it exceeds the sum of (1) the amount which

the Director estimates such State needs and will be able to use for such period for carrying out its State plan approved under this part, and (2) any amount which the Director determines may be allowed for the purpose of grants under section 218(b) in such State; and the total of such reductions shall be similarly reallocated among the States whose proportionate amounts are not reduced. Any amount reallocated to a State under this subsection during a year which is not made available for purposes of grants under section 218(b) shall be deemed part of its allotment under subsection (a) for such year.

PAYMENTS

SEC. 216. (a) From a State's allotment available for the purpose, the Federal share of expenditures, under its State plan, for the purposes set forth in section 213(b) shall be paid to such State. Such payments shall be made in advance on the basis of estimates by the Director; and may be made in such installments as the Director may determine, after making appropriate adjustments to take account of previously made overpayments or underpayments; except that no such payments shall be made for any fiscal year unless the Director finds that the amount available for expenditures for adult basic educational programs and services from State sources for such year will be not less than the amount expended for such purposes from such sources during the preceding fiscal year.

(b) [For the fiscal year ending June 30, 1965, and each of the two succeeding fiscal years, the] *The Federal share for each State [shall be] shall not exceed 90 per centum. [For the succeeding fiscal year the Federal share for any State shall be 50 per centum.]*

OPERATION OF STATE PLANS; HEARINGS AND JUDICIAL REVIEW

SEC. 217. (a) Whenever the Director, after reasonable notice and opportunity for hearing to the State educational agency administering a State plan approved under this part, finds that—

(1) the State plan has been so changed that it no longer complies with the provisions of section 214, or

(2) in the administration of the plan there is a failure to comply substantially with any such provision,

the Director shall notify such State agency that no further payments will be made to the State under this part (or in his discretion, that further payments to the State will be limited to programs under or portions of the State plan not affected by such failure), until he is satisfied that there will no longer be any failure to comply. Until he is so satisfied, no further payments may be made to such State under this part (or payments shall be limited to programs under or portions of the State plan not affected by such failure).

(b) A State educational agency dissatisfied with a final action of the Director under section 214 or subsection (a) of this section may appeal to the United States court of appeals for the circuit in which the State is located, by filing a petition with such court within sixty days after such final action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Director, or any officer designated by him for that purpose. The Director thereupon shall file in the court the record of the proceedings on which he based his action, as provided in section 2112 of title 28, United States Code. Upon the filing of such petition, the court shall have jurisdiction

to affirm the action of the Director or to set it aside, in whole or in part, temporarily or permanently, but until the filing of the record, the Director may modify or set aside his order. The findings of the Director as to the facts, if supported by substantial evidence, shall be conclusive, but the court, for good cause shown, may remand the case to the Director to take further evidence, and the Director may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence. The judgment of the court affirming or setting aside, in whole or in part, any action of the Director shall be final, subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code. The commencement of proceedings under this subsection shall not, unless so specifically ordered by the court, operate as a stay of the Director's action.

【TEACHER TRAINING PROJECTS

【SEC. 218. Not to exceed 5 per centum of the sums appropriated or allocated to carry out this part for any fiscal year may be reserved and used by the Director to provide (directly or by contract), or to make grants to colleges and universities, State or local educational agencies, or other appropriate public or private nonprofit agencies or organizations to provide, training to persons engaged or preparing to engage as instructors for individuals described in section 212, with such stipends and allowances, if any (including traveling and subsistence expenses), for persons undergoing such training and their dependents as the Director may by or pursuant to regulation determine.】

SPECIAL PROJECTS AND TEACHER TRAINING

SEC. 218. (a) Not to exceed 25 per centum of the funds appropriated or allocated to carry out this part for any fiscal year may be reserved for use in making special project grants and in providing teacher training as authorized in this section.

(b) The Director is authorized to make grants to local educational agencies or other public or private nonprofit agencies for the purpose of special projects which will be carried out in furtherance of the purpose of section 212 and which—

(1) involve the use of innovative methods, systems, materials, or programs which the Director determines may have national significance or be of special value in promoting effective programs under this part, or

(2) involve activities in adult basic education, which the Director determines are so coupled with other Federal, federally assisted, State, or local programs, as to have unusual promise in promoting a comprehensive or coordinated approach to the problems of low-income persons with basic educational deficiencies as described in section 212.

The Director shall establish procedures for making of grants under this section which shall (1) require a local or non-Federal contribution of at least 10 per centum of the project costs wherever feasible and not inconsistent with the purposes of this section, and (2) assure that in advance of

any grant an opportunity for review and comment will be afforded (A) to the State educational agency of the State in which the project will be carried on and (B) to appropriate local educational agencies (either directly or through the State educational agency) in the case of any grants not proposed to be made to such agencies.

(c) The Director is authorized to provide (directly or by contract), or to make grants to colleges and universities, State or local educational agencies, or other appropriate public or private nonprofit agencies or organizations to provide, training to persons engaged or are preparing to engage as instructors for individuals described in section 212, with such stipends and allowances, if any (including traveling and subsistence expenses), for persons undergoing such training and their dependents as the Director may by or pursuant to regulation determine. Such regulations shall provide that where such training is in the form of fellowships such stipends shall not exceed the stipend provided for under section 404(a) of the National Defense Education Act of 1958, and that in the case of persons receiving other forms of training such stipend shall not exceed the stipend provided for under section 1102 of such Act.

MISCELLANEOUS

SEC 219. For purposes of this part—

(1) the term "State educational agency" means the State board of education or other agency or officer primarily responsible for the State supervision of public elementary and secondary schools, or, if different, the agency or officer primarily responsible for supervision of adult basic education in public schools, whichever may be designated by the Governor or by State law, or, if there is no such agency or officer, an agency or officer designated by the Governor or by State law;

(2) the term "local educational agency" means a board of education or other legally constituted local school authority having administrative control and direction of public elementary or secondary schools in a city, county, township, school district, or political subdivision in a State, except that if there is a separate board or other legally constituted local authority having administrative control and direction of adult basic education in public schools therein, it means such other board or authority.

PART C—VOLUNTARY ASSISTANCE PROGRAM FOR NEEDY CHILDREN

STATEMENT OF PURPOSE

SEC. [219.] 219-1. The purpose of this part is to allow individual Americans to participate in a personal way in the war on poverty, by voluntarily assisting in the support of one or more needy children, in a program coordinated with city or county social welfare agencies.

AUTHORITY TO ESTABLISH INFORMATION CENTER

SEC. 220. (a) In order to carry out the purposes of this part, the Director is authorized to establish a section within the Office of Economic Opportunity to act as an information and coordination center to encourage voluntary assistance for deserving and needy children.

(b) It is the intent of the Congress that the section established pursuant to this part shall act solely as an information and coordina-

tion center and that nothing in this part shall be construed as interfering with the jurisdiction of State and local welfare agencies with respect to programs for needy children.

[PART D—AUTHORIZATION OF APPROPRIATIONS

[SEC. 221. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1965, and the three succeeding fiscal years. For the purpose of carrying out this title, there is hereby authorized to be appropriated the sum of \$340,000,000 for the fiscal year ending June 30, 1965, and the sum of \$850,000,000 for the fiscal year ending June 30, 1966; and for the fiscal year ending June 30, 1967, and the succeeding fiscal year, such sums may be appropriated as the Congress may hereafter authorize by law.]

PART D—DURATION OF PROGRAM

SEC. 221. (a) The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law.

(b) Of the sums appropriated to carry out this title for a fiscal year, not less than \$26,500,000 shall be available only for carrying out part B of this title.

TITLE III—SPECIAL PROGRAMS TO COMBAT POVERTY IN RURAL AREAS

STATEMENT OF PURPOSE

SEC. 301. It is the purpose of this title to meet some of the special problems of rural poverty and thereby to raise and maintain the income and living standards of low-income rural families and migrant agricultural employees and their families.

PART A—AUTHORITY TO MAKE LOANS

SEC. 302. (a) The Director is authorized to make loans having a maximum maturity of fifteen years and in amounts not [exceeding \$2,500 in the aggregate] *resulting in an aggregate indebtedness of more than \$3,500 at any one time* to any low-income rural family where, in the judgment of the Director, such loans have a reasonable possibility of effecting a permanent increase in the income of such families by assisting or permitting them to—

(A) acquire or improve real estate or reduce encumbrances or erect improvements thereon,

(B) operate or improve the operation of farms not larger than family sized, including but not limited to the purchase of feed, seed, fertilizer, livestock, poultry, and equipment, or

(C) participate in cooperative associations; and/or to finance nonagricultural enterprises which will enable such families to supplement their income.

(b) Loans under this section shall be made only if the family is not qualified to obtain such funds by loan under other Federal programs.

COOPERATIVE ASSOCIATIONS

SEC. 303. The Director is authorized to make loans to local cooperative associations furnishing essential processing, purchasing, or marketing services, supplies, or facilities predominantly to low-income rural families.

LIMITATIONS ON ASSISTANCE

SEC. 304. No financial or other assistance shall be provided under this part unless the Director determines that—

- (a) the providing of such assistance will materially further the purposes of this part, and
- (b) in the case of assistance provided pursuant to section 303, the applicant is fulfilling or will fulfill a need for services, facilities, or activities which is not otherwise being met.

LOAN TERMS AND CONDITIONS

SEC. 305. Loans pursuant to sections 302 and 303 shall have such terms and conditions as the Director shall determine, subject to the following limitations:

- (a) there is reasonable assurance of repayment of the loan;
- (b) the credit is not otherwise available on reasonable terms from private sources or other Federal, State, or local programs;
- (c) the amount of the loan, together with other funds available, is adequate to assure completion of the project or achievement of the purposes for which the loan is made;
- (d) the loan bears interest at a rate not less than (1) a rate determined by the Secretary of the Treasury, taking into consideration the average market yield on outstanding Treasury obligations of comparable maturity, plus (2) such additional charge, if any, toward covering other costs of the program as the Director may determine to be consistent with its purposes;
- (e) with respect to loans made pursuant to section 303, the loan is repayable within not more than thirty years; and
- (f) no financial or other assistance shall be provided under this part to or in connection with any corporation or cooperative organization for the production of agricultural commodities or for manufacturing purposes: *Provided*, That packing, canning, cooking, freezing, or other processing used in preparing or marketing edible farm products, including dairy products, shall not be regarded as manufacturing merely by reason of the fact that it results in the creation of a new or different substance.

PART B—ASSISTANCE FOR MIGRANT, AND OTHER SEASONALLY EMPLOYED, AGRICULTURAL EMPLOYEES AND THEIR FAMILIES

SEC. 311. The Director is authorized to develop and implement a program of loans, loan guarantees, and grants to assist State and local agencies, private nonprofit institutions, and cooperatives in establishing, administering, and operating programs which will meet, or substantially and primarily contribute to meeting, the special needs of migratory workers and seasonal farm laborers and their families in the fields of housing, sanitation, education, and day care of children.

[PART C—AUTHORIZATION OF APPROPRIATIONS]

[SEC. 321. The Director shall carry out the program provided for in this title during the fiscal year ending June 30, 1965, and the three succeeding fiscal years. For the purpose of carrying out this title, there is hereby authorized to be appropriated the sum of \$35,000,000 for the fiscal year ending June 30, 1965, and the sum of \$55,000,000 for the fiscal year ending June 30, 1966; and for the fiscal year ending June 30, 1967, and the succeeding fiscal year, such sums may be appropriated as the Congress may hereafter authorize by law. Not to exceed \$15,000,000 of the funds appropriated under other titles of this Act for the fiscal year ending June 30, 1965, may also be utilized for the purposes of part B of this title.]

PART C—DURATION OF PROGRAM

SEC. 321. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law.

PART D—INDEMNITY PAYMENTS TO DAIRY FARMERS

SEC. 331. (a) The Secretary of Agriculture is authorized to make indemnity payments, at a fair market value to dairy farmers who have been directed since January 1, 1964, to remove their milk from commercial markets because it contained residues of chemicals registered and approved for use by the Federal Government at the time of such use. Such indemnity payments shall continue to each dairy farmer until he has been reinstated and is again allowed to dispose of his milk on commercial markets.

(b) There is hereby authorized to be appropriated such sums as may be necessary to carry out the purposes of this Act.

(c) The authority granted under this section shall expire on June 30, 1966.

**TITLE IV—EMPLOYMENT AND INVESTMENT
INCENTIVES****STATEMENT OF PURPOSE**

SEC. 401. It is the purpose of this title to assist in the establishment, preservation, and strengthening of small business concerns and improve the managerial skills employed in such enterprises; and to mobilize for these objectives private as well as public managerial skills and resources.

LOANS, PARTICIPATIONS, AND GUARANTIES

SEC. 402. The Director is authorized to make, participate (on an immediate basis) in, or guarantee loans, repayable in not more than fifteen years, to any small business concern (as defined in section 3 of the Small Business Act (15 U.S.C. 632) and regulations issued thereunder), or to any qualified person seeking to establish such a concern, when he determines that such loans will assist in carrying out the purposes of this title, with particular emphasis on employment of the

long-term unemployed: *Provided, however,* That no such loans shall be made, participated in, or guaranteed if the total of such Federal assistance to a single borrower outstanding at any one time would exceed \$25,000. The Director may defer payments on the principal of such loans for a grace period and use such other methods as he deems necessary and appropriate to assure the successful establishment and operation of such concern. The Director may, in his discretion, as a condition of such financial assistance, require that the borrower take steps to improve his management skills by participating in a management training program approved by the Director. The Director shall encourage, as far as possible, the participation of the private business community in the program of assistance to such concerns.

COORDINATION WITH COMMUNITY ACTION PROGRAMS

SEC. 403. No financial assistance shall be provided under section 402 in any community for which the Director has approved a community action program pursuant to title II of this Act unless such financial assistance is determined by him to be consistent with such program.

FINANCING UNDER SMALL BUSINESS ACT

SEC. 404. Such lending and guaranty functions under this title as may be delegated to the Small Business Administration may be financed with funds appropriated to the revolving fund established by section 4(c) of the Small Business Act (15 U.S.C. 633(c)) for the purposes of sections 7(a), 7(b), and 8(a) of that Act (15 U.S.C. 636(a), 636(b), 637(a)).

LOAN TERMS AND CONDITIONS

SEC. 405. Loans made pursuant to section 402 (including immediate participation in and guaranties of such loans) shall have such terms and conditions as the Director shall determine, subject to the following limitations—

- (a) there is reasonable assurance of repayment of the loan;
- (b) the financial assistance is not otherwise available on reasonable terms from private sources or other Federal, State, or local programs;
- (c) the amount of the loan, together with other funds available is adequate to assure completion of the project or achievement of the purposes for which the loan is made;
- (d) the loan bears interest at a rate not less than (1) a rate determined by the Secretary of the Treasury, taking into consideration the average market yield on outstanding Treasury obligations of comparable maturity, plus (2) such additional charge, if any, toward covering other costs of the program as the Director may determine to be consistent with its purposes: *Provided, however,* That the rate of interest charged on loans made in redevelopment areas designated under the Area Redevelopment Act (42 U.S.C. 2501 et seq.) shall not exceed the rate currently applicable to new loans made under section 6 of that Act (42 U.S.C. 2505); and

(e) fees not in excess of amounts necessary to cover administrative expenses and probable losses may be required on loan guaranties.

LIMITATION ON FINANCIAL ASSISTANCE

SEC. 406. No financial assistance shall be extended pursuant to this title where the Director determines that the assistance will be used in relocating establishments from one area to another or in financing subcontractors to enable them to undertake work theretofore performed in another area by other subcontractors or contractors.

DURATION OF PROGRAM

[SEC. 407. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1965, and the two succeeding fiscal years.]

SEC. 407. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years.

[TITLE V—WORK EXPERIENCE PROGRAM

[STATEMENT OF PURPOSE

[SEC. 501. It is the purpose of this title to expand the opportunities for constructive work experience and other needed training available to persons who are unable to support or care for themselves or their families. In carrying out this purpose, the Director shall make maximum use of the programs available under the Manpower Development and Training Act of 1962, as amended, and Vocational Educational Act of 1963.

[PAYMENTS FOR EXPERIMENTAL, PILOT, AND DEMONSTRATION PROJECTS

[SEC. 502. In order to stimulate the adoption of programs designed to help unemployed fathers and other needy persons to secure and retain employment or to attain or retain capability for self-support or personal independence, the Director is authorized to transfer funds appropriated or allocated to carry out the purposes of this title to the Secretary of Health, Education, and Welfare to enable him to make payments for experimental, pilot, or demonstration projects under section 1115 of the Social Security Act (42 U.S.C. 1315), subject to the limitations contained in section 409(a) (1) to (6), inclusive, of such Act (42 U.S.C. 609(a) (1)–(6)), in addition to the sums otherwise available pursuant thereto. Workers in farm families with less than \$1,200 net family income shall be considered unemployed for the purposes of this title. The costs of such projects to the United States shall, notwithstanding the provisions of such Act, be met entirely from funds appropriated or allocated to carry out the purposes of this title.

[AUTHORIZATION OF APPLICATIONS

[SEC. 503. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1965, and the three succeeding fiscal years. For the purpose of carrying out this

title, there is hereby authorized to be appropriated the sum of \$150,000,000 for the fiscal year ending June 30, 1965, and the sum of \$150,000,000 for the fiscal year ending June 30, 1966; and for the fiscal year ending June 30, 1967, and the succeeding fiscal year, such sums may be appropriated as the Congress may hereafter authorize by law.】

TITLE V—WORK EXPERIENCE AND TRAINING PROGRAMS

STATEMENT OF PURPOSE

SEC. 501. It is the purpose of this title to expand the opportunities for constructive work experience and other needed training available to persons (including workers in farm families with less than \$1,200 net family income, unemployed heads of families and other needy persons) who are unable to support themselves or their families.

TRANSFER OF FUNDS

SEC. 502. In order to permit the carrying out of work experience and training programs meeting the criteria set forth in part D of title II of the Manpower Development and Training Act of 1962, the Director is authorized to transfer funds to the Secretary of Health, Education, and Welfare to enable him (1) to make payments under section 1115 of the Social Security Act for experimental, pilot, or demonstration projects which provide pretraining services and basic maintenance, health, family, basic education, day care, counseling, and similar supportive services required for such programs, and (2) to reimburse the Secretary of Labor for carrying out the activities described in such part D of title II of the Manpower Development and Training Act of 1962. Costs of such projects and activities shall, notwithstanding the provisions of the Social Security Act and the Manpower Development and Training Act of 1962, be met entirely from funds appropriated to carry out this title: Provided, That such funds may not be used to assist families and individuals insofar as they are otherwise receiving or eligible to receive assistance or social services through a State plan approved under titles I, IV, V, XIV, XVI, or XIX of the Social Security Act.

LIMITATIONS ON WORK EXPERIENCE AND TRAINING PROGRAMS

SEC. 503. (a) The provisions of paragraphs (1) to (6), inclusive, of section 409 of the Social Security Act, unless otherwise inconsistent with the provisions of this title, shall be applicable with respect to work experience and training programs assisted with funds under this title.

(b) Participation of individuals in work experience and training programs shall be limited to 24 months, except that nothing in this subsection shall prevent the provision of necessary and appropriate follow-up services for a reasonable period after an individual has completed work experience and training.

(c) In the case of any work experience and training program approved on or after July 1, 1967, not more than 80 percent of the costs of projects or activities referred to in section 502 may be paid from funds appropriated or allocated to carry out this title, unless the Director determines, pursuant to regulations adopted and promulgated by him establishing ob-

jective criteria for such determinations, that assistance in excess of such percentage is required in furtherance of the purpose of this title. Non-Federal contributions may be in cash or in kind, fairly evaluated, including but not limited to plant, equipment, and services.

(d) Not more than 12½ percent of the sums appropriated or allocated for any fiscal year to carry out the purposes of this title shall be used within any one State.

DURATION OF PROGRAMS

SEC. 504. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law.

TITLE VI—ADMINISTRATION AND COORDINATION

PART A—ADMINISTRATION

OFFICE OF ECONOMIC OPPORTUNITY

SEC. 601. (a) There is hereby established in the Executive Office of the President the Office of Economic Opportunity. The Office shall be headed by a Director who shall be appointed by the President, by and with the advice and consent of the Senate. There shall also be in the Office one Deputy Director and three Assistant Directors who shall be appointed by the President, by and with the advice and consent of the Senate. The Deputy Director and the Assistant Directors shall perform such functions as the Director may from time to time prescribe.

(b) Notwithstanding the provisions of section 5(b) of the Reorganization Act of 1949 (5 U.S.C. 133z-3(b)), at any time after one year from the date of enactment hereof the President may, by complying with the procedures established by that Act, provide for the transfer of the Office from the Executive Office of the President and for its establishment elsewhere in the executive branch as he deems appropriate.

(c) The compensation of the Director of the Office of Economic Opportunity shall be fixed by the President at a rate not in excess of the annual rate of compensation payable to the Director of the Bureau of the Budget.

(d) The compensation of the Deputy Director of the Office of Economic Opportunity shall be fixed by the President at a rate not in excess of the annual rate of compensation payable to the Deputy Director of the Bureau of the Budget.

(e) The compensation of the Assistant Directors of the Office of Economic Opportunity shall be fixed by the President at a rate not in excess of the annual rate of compensation payable to the Assistant Secretaries of the Executive Departments.

AUTHORITY OF DIRECTOR

SEC. 602. In addition to the authority conferred upon him by other sections of this Act, the Director is authorized, in carrying out his functions under this Act, to—

(a) appoint in accordance with the civil service laws such personnel as may be necessary to enable the Office to carry out

its functions, and, except as otherwise provided herein, fix their compensation in accordance with the Classification Act of 1949 (5 U.S.C. 1071 et seq.);

(b) employ experts and consultants or organizations thereof as authorized by section 15 of the Administrative Expenses Act of 1946 (5 U.S.C. 55a), compensate individuals so employed at rates not in excess of \$100 per diem, including travel time, and allow them, while away from their homes or regular places of business, travel expenses (including per diem in lieu of subsistence) as authorized by section 5 of such Act (5 U.S.C. 73b-2) for persons in the Government service employed intermittently, while so employed: *Provided, however,* That contracts for such employment may be renewed annually;

(c) appoint, without regard to the civil service laws, one or more advisory committees composed of such private citizens and officials of the Federal, State, and local governments as he deems desirable to advise him with respect to his functions under this Act; and members of such committees (including the National Advisory Council established in section 605), other than those regularly employed by the Federal Government, while attending meetings of such committees or otherwise serving at the request of the Director, shall be entitled to receive compensation and travel expenses as provided in subsection (b) with respect to experts and consultants;

(d) with the approval of the President, arrange with and reimburse the heads of other Federal agencies for the performance of any of his functions under this Act and, as necessary or appropriate, delegate any of his powers under this Act and authorize the redelegation thereof;

(e) utilize, with their consent, the services and facilities of Federal agencies without reimbursement, and, with the consent of any State or a political subdivision of a State, accept and utilize the services and facilities of the agencies of such State or subdivision without reimbursement;

(f) accept in the name of the Office, and employ or dispose of in furtherance of the purposes of this Act, or of any title thereof, any money, or property, real, personal, or mixed, tangible or intangible, received by gift, devise, bequest, or otherwise;

(g) accept voluntary and uncompensated services, notwithstanding the provisions of section 3679(b) of the Revised Statutes (31 U.S.C. 665(b));

(h) allocate and expend, or transfer to other Federal agencies for expenditure, funds made available under this Act as he deems necessary to carry out the provisions hereof, including (without regard to the provisions of section 4774(d) of title 10, United States Code) expenditure for construction, repairs, and capital improvements;

(i) disseminate, without regard to the provisions of section 4154 of title 39, United States Code, data and information, in such form as he shall deem appropriate, to public agencies, private organizations, and the general public;

(j) adopt an official seal, which shall be judicially noticed;

(k) notwithstanding any other provision of law relating to the acquisition, handling, or disposal of real or personal property by the United States, deal with, complete, rent, renovate,

modernize, or sell for cash or credit at his discretion any properties acquired by him in connection with loans, participations, and guaranties made by him pursuant to titles III and IV of this Act;

(l) collect or compromise all obligations to or held by him and all legal or equitable rights accruing to him in connection with the payment of obligations until such time as such obligations may be referred to the Attorney General for suit or collection;

(m) expend, without regard to the provisions of any other law or regulation, funds made available for purposes of this Act (1) for printing and binding, and (2) for rent of buildings and space in buildings and for repair, alteration, and improvement of buildings and space in buildings rented by him; but the Director shall not utilize the authority contained in this clause (A) except when necessary in order to obtain an item, service, or facility, which is required in the proper administration of this Act, and which otherwise could not be obtained, or could not be obtained in the quantity or quality needed, or at the time, in the form, or under the conditions in which, it is needed, and (B) prior to having given written notification to the Administrator of General Services (if the exercise of such authority would affect an activity which otherwise would be under the jurisdiction of the General Services Administration) or the chairman of the Joint Committee on Printing (if the exercise of such authority would affect an activity which otherwise would be under the jurisdiction of such committee) of his intention to exercise such authority, the item, service, or facility with respect to which such authority is proposed to be exercised, and the reasons and justifications for the exercise of such authority; and

(n) establish such policies, standards, criteria, and procedures, prescribe such rules and regulations, enter into such contracts and agreements with public agencies and private organizations and persons, make such payments (in lump sum or installments, and in advance or by way of reimbursement, and in the case of grants, with necessary adjustments on account of overpayments or underpayments), and generally perform such functions and take such steps as he may deem to be necessary or appropriate to carry out the provisions of this Act.

[VOLUNTEERS IN SERVICE TO AMERICA

[SEC. 603. (a) The Director is authorized to recruit, select, train, and—

[(1) upon request of State or local agencies or private non-profit organizations, refer volunteers to perform duties in furtherance of programs combating poverty at a State or local level; and

[(2) in cooperation with other Federal, State, or local agencies involved, assign volunteers to work (A) in meeting the health, education, welfare, or related needs of Indians living on reservations, of migratory workers and their families, or of residents of the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, or the Trust Territory of the Pacific Islands; (B) in the care and rehabilitation of the mentally ill or mentally retarded under treatment at

nonprofit mental health or mental retardation facilities assisted in their construction or operation by Federal funds; and (C) in connection with programs or activities authorized, supported, or of a character eligible for assistance under this Act.

[(b) The referral or assignment of volunteers shall be on such terms and conditions as the Director may determine, but volunteers shall not be referred or assigned to duties or work in any State without the consent of the Governor.

[(c) The Director is authorized to provide to all volunteers during training and to volunteers assigned pursuant to subsection (a)(2) such stipend, not to exceed \$50 per month, such living, travel, and leave allowances, and such housing, transportation (including travel to and from the place of training), supplies, equipment, subsistence, clothing, and health and dental care as the Director may deem necessary or appropriate for their needs.

[(d)(1) Each volunteer shall take and subscribe to an oath or affirmation in the form prescribed by section 104(d) of this Act, and the provisions of section 1001 of title 18, United States Code, shall be applicable with respect to such oath or affirmation; but, except as provided in paragraph (2) of this subsection, volunteers shall not be deemed to be Federal employees and shall not be subject to the provisions of laws relating to Federal employment, including those relating to hours of work, rates of compensation, and Federal employee benefits.

[(2) All volunteers during training and such volunteers as are assigned pursuant to paragraph (2) of subsection (a) shall be deemed Federal employees to the same extent as enrollees of the Job Corps under section 106 (b), (c), and (d) of this Act, except that for purposes of the computation described in paragraph (2)(B) of section 106(c) the monthly pay of a volunteer shall be deemed to be that received under the entrance salary for GS-7 under the Classification Act of 1949.]

ENCOURAGEMENT OF LITERACY TRAINING

SEC. 603. The Director shall stimulate and encourage States and local communities to encourage by all possible means each person over the age of eighteen, particularly those persons who are receiving welfare payments or other forms of public assistance, whose inability to read and write the English language, or lack of similar basic skills, constitutes a substantial impairment of his employability, to participate in an adult education or other program which would improve his employability. The Director may make grants to States and their political subdivisions to assist them to meet the costs of carrying out this section.

POLITICAL ACTIVITIES

SEC. 603-1. (a) No person whose compensation is paid, in whole or in part, from sums appropriated to carry out this Act shall take an active part in political management or in political campaigns, and no such officer or employee shall use his official authority or influence for the purpose of interfering with an election or affecting the result thereof. All such persons shall retain the right to vote as they may choose and to express, in their private capacities, their opinions on all political subjects and candidates. This section shall not apply to officers or employees of the United States or to volunteers in the Job Corps.

(b) Whenever the United States Civil Service Commission finds that any person has violated subsection (a), it shall, after giving due notice and opportunity for explanation to the person concerned, certify the facts to the Director with specific instructions as to discipline or dismissal or other corrective action.

ECONOMIC OPPORTUNITY COUNCIL

SEC. 604. (a) There is hereby established an Economic Opportunity Council, which shall consult with and advise the Director in carrying out his functions, including the coordination of antipoverty efforts by all segments of the Federal Government.

(b) The Council shall include the Director, who shall be Chairman, the Secretary of Defense, the Attorney General, the Secretaries of the Interior, Agriculture, Commerce, Labor, and Health, Education, and Welfare, the Housing and Home Finance Administrator, the Administrator of the Small Business Administration, the Chairman of the Council of Economic Advisers, the Director of Selective Service, and such other agency heads as the President may designate, or delegates thereof.

NATIONAL ADVISORY COUNCIL

SEC. 605. There is hereby established in the Office a National Advisory Council. The Council shall be composed of the Director, who shall be Chairman, and not more than twenty additional members appointed by the President, without regard to the civil service laws, who shall be representative of the public in general and appropriate fields of endeavor related to the purposes of this Act. Upon the request of the Director, the Council shall review the operations and activities of the Office, and shall make such recommendations with respect thereto as are appropriate. The Council shall meet at least once each year and at such other times as the Director may request.

REVOLVING FUND

SEC. 606. (a) To carry out the lending and guaranty functions authorized under titles III and IV of this Act, there is authorized to be established a revolving fund. The capital of the fund shall consist of such amounts as may be advanced to it by the Director from funds appropriated pursuant to section 321 and shall remain available until expended.

(b) The Director shall pay into miscellaneous receipts of the Treasury, at the close of each fiscal year, interest on the capital of the fund at a rate determined by the Secretary of the Treasury, taking into consideration the average market yield on outstanding Treasury obligations of comparable maturity during the last month of the preceding fiscal year. Interest payments may be deferred with the approval of the Secretary of the Treasury, but any interest payments so deferred shall themselves bear interest.

(c) Whenever any capital in the fund is determined by the Director to be in excess of current needs, such capital shall be credited to the appropriation from which advanced, where it shall be held for future advances.

(d) Receipts from any lending and guaranty operations under this Act (except operations under title IV carried on by the Small Business

Administration) shall be credited to the fund. The fund shall be available for the payment of all expenditures of the Director for loans, participations, and guaranties authorized under titles III and IV of this Act.

LABOR STANDARDS

SEC. 607. All laborers and mechanics employed by contractors or subcontractors in the construction, alteration or repair, including painting and decorating of projects, buildings and works which are federally assisted under this Act shall be paid wages at rates not less than those prevailing on similar construction in the locality as determined by the Secretary of Labor in accordance with the Davis-Bacon Act, as amended (40 U.S.C. 276a—276a-5). The Secretary of Labor shall have, with respect to such labor standards, the authority and functions set forth in Reorganization Plan Numbered 14 of 1950 (15 F.R. 3176; 64 Stat. 1267; 5 U.S.C. 133—133z-15), and section 2 of the Act of June 13, 1934, as amended (48 Stat. 948, as amended; 40 U.S.C. 276(c)).

REPORTS

SEC. 608. Not later than one hundred and twenty days after the close of each fiscal year, the Director shall prepare and submit to the President for transmittal to the Congress a full and complete report on the activities of the Office during such year.

DEFINITIONS

SEC. 609. As used in this Act:

(a) The term "State" means a State, the Commonwealth of Puerto Rico, the District of Columbia, Guam, American Samoa, or the Virgin Islands, and for purposes of title I and part A of title II such term includes the Trust Territory of the Pacific Islands; and the term "United States", when used in a geographical sense, includes the foregoing and all other places, continental or insular, including the Trust Territory of the Pacific Islands, subject to the jurisdiction of the United States.

(b) The term "agency", unless the context requires otherwise, means department, agency, or other component of a Federal, State, or local governmental entity.

(c) The term "family", in the case of a Job Corps enrollee, means—

(1) the spouse or child of an enrollee, and

(2) any other relative who draws substantial support from the enrollee.

PROGRAMS FOR THE ELDERLY POOR

SEC. 610. It is the intention of Congress that whenever feasible, the special problems of the elderly poor shall be considered in the development, conduct, and administration of programs under this Act.

PART B—COORDINATION OF ANTIPOVERTY PROGRAMS

COORDINATION

SEC. 611. (a) In order to insure that all Federal programs related to the purposes of this Act are carried out in a coordinated manner—

(1) the Director is authorized to call upon other Federal agencies to supply such statistical data, program reports, and

other materials as he deems necessary to discharge his responsibilities under this Act, and to assist the President in coordinating the antipoverty efforts of all Federal agencies;

(2) Federal agencies which are engaged in administering programs related to the purposes of this Act, or which otherwise perform functions relating thereto, shall—

(A) cooperate with the Director in carrying out his duties and responsibilities under this Act; and

(B) carry out their programs and exercise their functions in such manner as will, to the maximum extent permitted by other applicable law, assist in carrying out the purposes of this Act; and

(3) the President may direct that particular programs and functions, including the expenditure of funds, of the Federal agencies referred to in paragraph (2) shall be carried out, to the extent not inconsistent with other applicable law, in conjunction with or in support of programs authorized under this Act.

(b) In order to insure that all existing Federal agencies are utilized to the maximum extent possible in carrying out the purposes of this Act, no funds appropriated to carry out this Act shall be used to establish any new department or office when the intended function is being performed by an existing department or office.

(c) *In order to insure the maximum coordination of programs and activities authorized by this Act with the programs and activities carried out by the United States Employment Service, the Director and the Secretary of Labor shall provide for such coordination at the local level with public employment offices throughout the country. The Director shall include, as a part of the annual report prescribed by section 608, a detailed and comprehensive description of the activities and actions taken pursuant to this subsection.*

(d) *In order to insure that all Federal programs related to the purposes of this Act are utilized to the maximum possible extent, and in order to insure that all appropriate officials are kept fully informed of such programs, the Director shall establish procedures to assure prompt distribution to States and local agencies of all current information, including administrative rules, regulations and guidelines, required by such agencies for the effective performance of their responsibilities.*

PREFERENCE TO COMMUNITY ACTION PROGRAMS

SEC. 612. To the extent feasible and consistent with the provisions of law governing any Federal program and with the purposes of this Act, the head of each Federal agency administering any Federal program is directed to give preference to any application for assistance or benefits which is made pursuant to or in connection with a community action program approved pursuant to title II of this Act.

INFORMATION CENTER

SEC. 613. (a) In order to insure that all Federal programs related to the purposes of this Act are utilized to the maximum extent possible, and to insure that information concerning such programs and other relevant information is readily available in one place to public officials and other interested persons, the Director is authorized as he deems appropriate to collect, prepare, analyze, correlate, and dis-

tribute such information, either free of charge or by sale at cost (any funds so received to be deposited to the Director's account as an offset to such cost), and make arrangements and pay for any printing and binding without regard to the provisions of any other law or regulation.

(b) *The Director shall publish and maintain on a current basis, a catalog of all Federal programs relating to individual and community improvement. The Director is further authorized to make grants from funds appropriated under title II of this Act, to States and communities to establish information service centers for the collection, correlation, and distribution of information required to further the purposes of this Act.*

PROHIBITION OF FEDERAL CONTROL

SEC. 614. Nothing contained in this Act shall be construed to authorize any department, agency, officer, or employee of the United States to exercise any direction, supervision, or control over the curriculum, program of instruction, administration, or personnel of any educational institution or school system.

[AUTHORIZATION OF APPROPRIATIONS

[SEC. 615. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1965, and the three succeeding fiscal years. For the purpose of carrying out this title (other than for purposes of making credits to the revolving fund established by section 606(a)), there is hereby authorized to be appropriated the sum of \$10,000,000 for the fiscal year ending June 30, 1965, and the sum of \$30,000,000 for the fiscal year ending June 30, 1966; and for the fiscal year ending June 30, 1967, and the succeeding fiscal year, such sums may be appropriated as the Congress may hereafter authorize by law.]

DURATION OF PROGRAM

SEC. 615. *The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law.*

TRANSFER OF FUNDS

SEC. 616. Notwithstanding any limitation on appropriations under any title of this Act, or any Act authorizing appropriations for any such title (other than part C of title I), not to exceed 10 per centum of the amount appropriated or allocated from any appropriation for the purpose of enabling the Director to carry out programs or activities under any such title may be transferred and used by the Director for the purpose of carrying out programs or activities under any other such title; but no such transfer shall result in increasing the amounts otherwise available under any title by more than 10 per centum.

DISTRIBUTION OF BENEFITS BETWEEN RURAL AND URBAN AREAS

SEC. 617. The Director shall adopt appropriate administrative measures to assure that benefits of this Act will be distributed equitably between residents of rural and urban areas.

TITLE VII TREATMENT OF INCOME FOR CERTAIN PUBLIC ASSISTANCE PURPOSES

PUBLIC ASSISTANCE

SEC. 701. (a) Notwithstanding the provisions of titles I, IV, X, XIV, ~~and XVI~~ XVI, and XIX of the Social Security Act, a State plan approved under any such title shall provide that—

(1) the first \$85 plus one-half of the excess over \$85 of payments made to or on behalf of any person for or with respect to any month under title I or II of this Act or any program assisted under such title shall not be regarded (A) as income or resources of such person in determining his need under such approved State plan, or (B) as income or resources of any other individual in determining the need of such other individual under such approved State plan;

(2) no payments made to or on behalf of any person for or with respect to any month under such title or any such program shall be regarded as income or resources of any other individual in determining the need of such other individual under such approved State plan except to the extent made available to or for the benefit of such other individual; and

(3) no grant made to any family under title III of this Act shall be regarded as income or resources of such family in determining the need of any member thereof under such approved State plan.

(b) No funds to which a State is otherwise entitled under title I, IV, X, XIV, or XVI of the Social Security Act for any period before July 1, 1965, shall be withheld by reason of any action taken pursuant to a State statute which prevents such State from complying with the requirements of subsection (a).

TITLE VIII—VOLUNTEERS IN SERVICE TO AMERICA

STATEMENT OF PURPOSE

SEC. 801. *It is the purpose of this title to enable and encourage volunteers to participate in a personal way in the war on poverty, by living and working among deprived people of all ages in urban areas, rural communities, on Indian reservations, in migrant worker camps, and Job Corps camps and centers; to stimulate, develop and coordinate programs of volunteer training and service; and, through such programs, to encourage individuals from all walks of life to make a commitment to combating poverty in their home communities, both as volunteers and as members of the lagging populations.*

AUTHORITY TO ESTABLISH VISTA PROGRAM

SEC. 802. (a) The Director is authorized to recruit, select, train, and—

(1) upon request of State or local agencies or private nonprofit organizations, offer volunteers to perform duties in furtherance of programs combating poverty at a State or local level; and

(2) in cooperation with other Federal, State, or local agencies in-
 -clude, among volunteers to work (A) in meeting the health, education,
 -welfare, or cultural needs of Indians living on reservations, of migra-

tory workers and their families, or of residents of the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, or the Trust Territory of the Pacific Islands; (B) in the care and rehabilitation of the mentally ill or mentally retarded under treatment at nonprofit mental health or mental retardation facilities assisted in their construction or operation by Federal funds; and (C) in connection with programs or activities authorized, supported, or of a character eligible for assistance under this Act.

(b) The referral or assignment of volunteers under this section shall be on such terms and conditions (including restrictions on political activities that appropriately recognize the special status of volunteers living among the persons or groups served by programs to which they have been assigned) as the Director may determine; but volunteers shall not be so referred or assigned to duties or work in any State, nor shall programs under section 805 be conducted in any State without the consent of the Governor.

VOLUNTEER SUPPORT

SEC. 803. The Director is authorized to provide to all volunteers during training pursuant to section 802(a) and to volunteers assigned pursuant to section 802(a)(2) such stipend, not to exceed \$50 per month (or, in the case of volunteer leaders designated in accordance with standards prescribed by the Director, not to exceed \$75 per month), such living, travel, and leave allowances, and such housing, transportation (including travel to and from the place of training), supplies, equipment, subsistence, clothing, and health and dental care as the Director may deem necessary or appropriate for their needs.

APPLICATION OF PROVISIONS OF FEDERAL LAW

SEC. 804. (a) Each volunteer under section 802 shall take and subscribe to an oath or affirmation in the form prescribed by section 104(d) of this Act, and the provisions of section 1001 of title 18, United States Code, shall be applicable with respect to such oath or affirmation; but, except as provided in subsection (b) of this section, such volunteers shall not be deemed to be Federal employees and shall not be subject to the provisions of laws relating to Federal employment, including those relating to hours of work, rates of compensation, and Federal employee benefits.

(b) All volunteers during training pursuant to section 802(a) and such volunteers as are assigned pursuant to section 802(a)(2) shall be deemed Federal employees to the same extent as enrollees of the Job Corps under section 106 (b), (c), and (d) of this Act except that for purposes of the computation described in paragraph (2)(B) of section 106(c) the monthly pay of a volunteer shall be deemed to be that received under the entrance salary for GS-7 under the Classification Act of 1949.

SPECIAL PROGRAMS AND PROJECTS

SEC. 805. The Director is authorized to conduct, or to make grants, contracts, or other arrangements with appropriate public or private nonprofit organizations for the conduct of, special programs in furtherance of the purposes of this title. Such programs shall be designed to encourage more effective or better coordinated use of volunteer services, including services of low-income persons, or to make opportunities for

volunteer experience available, under proper supervision and for appropriate periods, to qualified persons who are unable to make long-term commitments or who are engaged in or preparing to enter work where such experience may be of special value and in the public interest. Individuals who serve or receive training in such programs shall not, by virtue of such service or training, be deemed to be Federal employees and shall not be subject to the provisions of laws relating to Federal employment, including those related to hours of work, rates of compensation, and Federal employee benefits; except that such individuals who receive their principal support or compensation with respect to such service or training directly from the Director or his agent for payment shall be deemed Federal employees to the same extent as volunteers assigned pursuant to section 802(a)(2) of this Act. Not to exceed 15 per centum of the sums appropriated or allocated from any appropriation to carry out this title for any fiscal year may be used for programs under this section.

DURATION OF PROGRAM

SEC. 806. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law.

TITLE II OF THE MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962, AS AMENDED

TITLE II—TRAINING AND SKILL DEVELOPMENT PROGRAMS

PART A—DUTIES OF THE SECRETARY OF LABOR

GENERAL RESPONSIBILITY

SEC. 201. In carrying out the purposes of this Act, the Secretary of Labor shall determine the skill requirements of the economy, develop policies for the adequate occupational development and maximum utilization of the skills of the Nation's workers, promote and encourage the development of broad and diversified training programs, including on-the-job training, designed to qualify for employment the many persons who cannot reasonably be expected to secure full-time employment without such training, and to equip the Nation's workers with the new and improved skills that are or will be required. Whenever appropriate, the Secretary of Labor shall coordinate and provide for combinations of programs, to be pursued concurrently or sequentially, under this Act with programs under other Federal Acts, where the purposes of this Act would be accomplished thereby.

SELECTION OF TRAINEES

SEC. 202. (a) The Secretary of Labor shall provide a program for testing, counseling, and selecting for occupational training under this Act those unemployed or underemployed persons who cannot reasonably be expected to secure appropriate full-time employment without training. Workers in farm families with less than \$1,200 annual net

family income shall be considered unemployed for the purpose of this Act.

(b) Whenever appropriate the Secretary shall provide a special program for the testing, counseling, selection, and referral of youths, sixteen years of age or older, for occupational training and further schooling, who because of inadequate educational background and work preparation are unable to qualify for and obtain employment without such training and schooling.

(c) Although priority in referral for training shall be extended to unemployed persons, the Secretary of Labor shall, to the maximum extent possible, also refer other persons qualified for training programs which will enable them to acquire needed skills. Priority in referral for training shall also be extended to persons to be trained for skills needed within, first, the labor market area in which they reside and, second, within the State of their residence.

(d) The Secretary of Labor shall determine the occupational training needs of referred persons, provide for their orderly selection and referral for training under this Act, and provide counseling and placement services to persons who have completed their training, as well as follow-up studies to determine whether the programs provided meet the occupational training needs of the persons referred.

(e) Before selecting a person for training, other than for training under subsection (i), the Secretary shall determine that there is a reasonable expectation of employment in the occupation for which the person is to be trained. If such employment is not available in the area in which the person resides, the Secretary shall obtain reasonable assurance of such person's willingness to accept employment outside his area of residence.

(f) The Secretary shall not refer persons for training in an occupation which requires less than two weeks training, unless there are immediate employment opportunities in such occupation.

(g) The duration of any training program to which a person is referred shall be reasonable and consistent with the occupation for which the person is being trained.

(h) Upon certification by the responsible training agency that a person who has been referred for training does not have a satisfactory attendance record or is not making satisfactory progress in such training absent good cause, the Secretary shall forthwith terminate his training and subsistence allowances, and his transportation allowances except such as may be necessary to enable him to return to his regular place of residence after termination of training, and withdraw his referral. Such person shall not be eligible for such allowances for one year thereafter.

(i) Whenever appropriate, the Secretary of Labor may also refer for the attainment of basic education skills those eligible persons who indicate their intention to, and will thereby be able to, pursue courses of occupational training of a type for which there appears to be reasonable expectation of employment. Such referrals shall be considered a referral for training within the meaning of this Act.

TRAINING ALLOWANCES

SEC. 203. (a) The Secretary of Labor may, on behalf of the United States, enter into agreements with States under which the Secretary of Labor shall make payments to such States either in advance or by

way of reimbursement for the purpose of enabling such States, as agents for the United States, to make payment of weekly training allowances to unemployed persons selected for training pursuant to the provisions of section 202 and undergoing such training in a program operated pursuant to the provisions of the Act. Such payments shall be made for a period not exceeding one hundred and four weeks, and the basic amount of any such payment in any week for persons undergoing training, including uncompensated employer-provided training, shall not exceed \$10 more than the amount of the average weekly gross unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payments during the most recent four-calendar-quarter period for which such data are available: *Provided*, That the basic amount of such payments may be increased by \$5 a week for each dependent over two up to a maximum of four additional dependents: *Provided further*, That in any week an individual who, but for his training, would be entitled to unemployment compensation in excess of his total allowance, including payments for dependents, shall receive an allowance increased by the amount of such excess. With respect to Guam and the Virgin Islands the Secretary shall by regulation determine the amount of the training allowance to be paid any eligible person taking training under this Act.

With respect to any week for which a person receives unemployment compensation under title XV of the Social Security Act or any other Federal or State unemployment compensation law which is less than the total training allowance, including payments for dependents, provided for by the preceding paragraph, a supplemental training allowance may be paid to a person eligible for a training allowance under this Act. The supplemental training allowance shall not exceed the difference between his unemployment compensation and the training allowance provided by the preceding paragraph.

For persons undergoing on-the-job training, the amount of any payment which would otherwise be made by the Secretary of Labor under this section shall be reduced by an amount which bears the same ratio to that payment as the number of compensated hours per week under the training program bears to forty hours.

The training allowance of a person engaged in training under section 204 or 231 shall not be reduced on account of employment (other than employment under an on-the-job training program under section 204) which does not exceed twenty hours per week, but shall be reduced in an amount equal to his full earnings for hours worked (other than in employment under such an on-the-job training program) in excess of twenty hours per week.

(b) The Secretary of Labor is authorized to pay to any person engaged in training under this title, including compensated full-time on-the-job training, such sums as he may determine to be necessary to defray transportation expenses, and when such training is provided in facilities which are not within commuting distance of the trainee's regular place of residence, subsistence expenses for separate maintenance of the trainee: *Provided*, That the Secretary in defraying such subsistence expenses shall not afford any individual an allowance exceeding \$35 per week, at the rate of \$5 per day; nor shall the Secretary authorize any transportation expenditure exceeding the rate of 10 cents per mile, except in the case of local transportation where he may authorize reimbursement for the trainee's travel by the most eco-

nomical mode of public transportation, and except that in noncontiguous States and in areas outside the continental United States where the per diem allowance prescribed under section 836 of title 5, United States Code, exceeds the maximum per diem allowance prescribed under that section for contiguous States, the Secretary may provide for a reasonable increase in the transportation and subsistence expenses in such amounts as he may deem necessary to carry out the purposes of this Act, and subject to such limitations as he may prescribe.

(c) The Secretary of Labor shall pay training allowances only to unemployed persons who have had at least two years of experience in gainful employment: *Provided*, That he shall not pay training allowances to members of a family or a household in which the head of the family or the head of the household as defined in the Internal Revenue Code of 1954 is employed, unless the Secretary determines that such payments are necessary in order for the trainees to undertake or to continue training: *Provided further*, That no allowances shall be paid to any member of a family or household if the Secretary of Labor determines that the head of such family or household has terminated his employment for the purpose of qualifying such member for training allowances under this section. Notwithstanding the preceding sentence, the Secretary may pay training allowances at a rate not in excess of \$20 a week to youths seventeen years of age or older who require such training allowance in order to undertake training, who are referred for training in accordance with section 202(b), and who are not entitled to allowances under the preceding sentence, except that no such training allowance shall be paid to any such youth who has not graduated from high school, unless the Secretary has satisfied himself that such youth has continuously failed to attend school for a period of not less than one year and that the local authorities after pursuing all appropriate procedures, including guidance and counseling, have concluded, after considering any assistance available under section 13 of the Vocational Education Act of 1963, that further school attendance by such youth in any regular academic or vocational program is no longer practicable under the circumstances. The number of youths under the age of twenty-two who are receiving training allowances (or who would be entitled thereto but for the receipt of unemployment compensation) shall, except for such adjustments as may be necessary for effective management of programs under this section, not exceed 25 per centum of all persons receiving such allowances (or who would be entitled thereto but for the receipt of unemployment compensation). The Secretary of Labor may authorize continued payments of allowances to any youth who becomes twenty-two years of age during the course of his training, if he has completed a substantial part of such training. *Notwithstanding any provision to the contrary in this subsection or in subsection (h), the Secretary may refer any individual who has completed a program under part B of title 1 of the Economic Opportunity Act of 1964 to training under this Act, and such individual may be paid a training allowance as provided in section 203(a) of this Act without regard to the requirements imposed on such payments by the preceding sentences of subsection (c) or by subsection (h) of this section. Such payments shall not exceed the average weekly gross unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making*

such payments during the most recent four-calendar-quarter period for which such data are available. Such persons shall not be deemed youths for the purpose of applying the provision under this subsection limiting the number of youths who may receive training allowances.

(d) No training allowance shall be made to any person otherwise eligible who, with respect to the week for which such payment would be made, has received or is seeking unemployment compensation under title XV of the Social Security Act or any other Federal or State unemployment compensation law, but if the appropriate State or Federal agency finally determines that a person denied training allowances for any week because of this subsection was not entitled to unemployment compensation under title XV of the Social Security Act or such Federal or State law with respect to such week, this subsection shall not apply with respect to such week.

(e) A person who refuses, without good cause, to accept training under this Act shall not, for one year thereafter, be entitled to training allowances.

(f) Any agreement under this section may contain such provisions (including, as far as may be appropriate, provisions authorized or made applicable with respect to agreements concluded by the Secretary of Labor pursuant to title XV of the Social Security Act) as will promote effective administration, protect the United States against loss and insure the proper application of payments made to the State under such agreement. Except as may be provided in such agreements, or in regulations hereinafter authorized determinations by any duly designated officer or agency as to the eligibility of persons for weekly training allowances under this section shall be final and conclusive for any purposes and not subject to review by any court or any other officer.

(g)(1) If State unemployment compensation payments are paid to a person taking training under this Act and eligible for a training allowance, the State making such payments shall be reimbursed from funds herein appropriated. The amount of such reimbursement shall be determined by the Secretary of Labor on the basis of reports furnished to him by the States and such amount shall then be placed in the State's unemployment trust fund account.

(2) If unemployment benefits under the Railroad Unemployment Insurance Act are paid to a person taking training under this Act and eligible for a training allowance, the railroad unemployment insurance account in the unemployment trust fund shall be reimbursed, from funds herein appropriated, for all of such benefits paid. The amount of such reimbursement shall be determined by the Secretary of Labor on the basis of reports furnished to him by the Railroad Retirement Board and such amount shall then be placed in the railroad unemployment insurance account.

(h) A person who, in connection with an occupational training program, has received a training allowance of whose unemployment compensation payments were reimbursed under the provisions of this Act or any other Federal Act shall not be entitled to training allowances under this Act for one year after the completion or other termination (for other than good cause) of the training with respect to which such allowance or payment was made.

(i) No training allowance shall be paid to any person who is receiving training for an occupation which requires a training period of less than six days.

ON-THE-JOB TRAINING

SEC. 204. (a) The Secretary of Labor shall encourage, develop and secure the adoption of programs for on-the-job training needed to equip persons selected for training with the appropriate skills. The Secretary shall, to the maximum extent possible, secure the adoption by the State and by private and public agencies, employers, trade associations, labor organizations and other industrial and community groups which he determines are qualified to conduct effective training programs under this title of such programs as he approves, and for this purpose he is authorized to enter into appropriate agreements with them.

(b) In adopting or approving any training program under this part, and as a condition to the expenditure of funds for any such program, the Secretary shall make such arrangements as he deems necessary to insure adherence to appropriate training standards, including assurances—

(1) that the training content of the program is adequate, involves reasonable progression, and will result in the qualification of trainees for suitable employment;

(2) that the training period is reasonable and consistent with periods customarily required for comparable training;

(3) that adequate and safe facilities, and adequate personnel and records of attendance and progress are provided; and

(4) that the trainees are compensated by the employer at such rates, including periodic increases, as may be deemed reasonable under regulations hereinafter authorized, considering such factors as industry, geographical region, and trainee proficiency.

(c) Where on-the-job training programs under this part require supplementary classroom instruction, appropriate arrangements for such instruction shall be agreed to by the Secretary of Health, Education, and Welfare and the Secretary of Labor.

ADVISORY COMMITTEES

SEC. 205. (a) The Secretary shall appoint a National Advisory Committee which shall consist of ten members and shall be composed of representatives of labor, management, agriculture, education, and training, and the public in general. From the members appointed to such Committee the Secretary shall designate a Chairman. Such Committee, or any duly established subcommittee thereof, shall from time to time make recommendations to the Secretary relative to the carrying out of his duties under this Act. Such Committee shall hold not less than two meetings during each calendar year.

(b) For the purpose of making expert assistance available to persons formulating and carrying on programs under this title, the Secretary shall, where appropriate, require the organization on a community, State, and/or regional basis of labor-management-public advisory committees.

(c) The National Advisory Committee may accept gifts or bequests, either for carrying out specific programs or for its general activities or for its responsibilities under subsection (b) of this section.

(d) Appointed members of the National Advisory Committee shall be paid compensation at the rate of \$50 per diem when engaged in the work of the National Advisory Committee, including travel time, and

shall be allowed travel expenses and per diem in lieu of subsistence as authorized by law (5 U.S.C. 73b-2) for persons in the Government service employed intermittently and receiving compensation on a per diem, when actually employed, basis.

(e)(1) Any member of the National Advisory Committee is hereby exempted, with respect to such appointment, from the operation of sections 281, 283, and 1914 of title 18 of the United States Code, and section 190 of the Revised Statutes (5 U.S.C. 99), except as otherwise specified in paragraph (2) of this subsection.

(2) The exemption granted by paragraph (1) of this subsection shall not extend—

(A) to the receipt or payment of salary in connection with the appointee's Government service from any source other than the private employer of the appointee at the time of his appointment, or

(B) during the period of such appointment, to the prosecution or participation in the prosecution, by any person so appointed, of any claim against the Government involving any matter with which such person, during such period, is or was directly connected by reason of such appointment.

STATE AGREEMENTS

SEC. 206. (a) The Secretary of Labor is authorized to enter into an agreement with each State, or with the appropriate agency of each State, pursuant to which the Secretary of Labor may, for the purpose of carrying out his functions and duties under this title, utilize the services of the appropriate State agency and, notwithstanding any other provision of law, may make payments to such State or appropriate agency for expenses incurred for such purposes.

(b) Any agreement under this section may contain such provisions as will promote effective administration, protect the United States against loss and insure that the functions and duties to be carried out by the appropriate State agency are performed in a manner satisfactory to the Secretary.

RULES AND REGULATIONS

SEC. 207. The Secretary of Labor shall prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this part.

PART B—DUTIES OF THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE

GENERAL RESPONSIBILITY

SEC. 231. The Secretary of Health, Education, and Welfare shall, pursuant to the provisions of this title enter into agreements with States under which the appropriate State vocational education agencies will undertake to provide training needed to equip persons referred to the Secretary of Health, Education, and Welfare by the Secretary of Labor pursuant to section 202, for the occupations specified in the referrals, except that with respect to education to be provided pursuant to referrals under subsection (b) or (i) of section 202, the Secre-

tary of Health, Education, and Welfare may make arrangements for the provision of the education to be provided under such subsection through other appropriate education agencies. Such State agencies shall provide for such training through public educational agencies or institutions or through arrangements with private educational or training institutions where such private institutions can provide equipment or services not available in public institutions, particularly for training in technical and subprofessional occupations, or where such institutions can, at comparable cost, (1) provide substantially equivalent training, or (2) make possible an expanded use of the individual referral method, or (3) aid in reducing more quickly unemployment or current and prospective manpower shortages. The State agency shall be paid not more than 90 per centum of the cost to the State of carrying out the agreement, unless the Secretary of Health, Education, and Welfare determines that payments in excess of 90 per centum are necessary because such payments with respect to private institutions are required to give full effect to the purposes of the Act: *Provided*, That for the period ending June 30, 1966, the State agency shall be paid 100 per centum of the cost to the State of carrying out the agreement. Non-Federal contributions may be in cash or kind, fairly evaluated, including but not limited to plant, equipment, and services. Such agreements shall contain such other provisions as will promote effective administration (including provision (1) for reports on the attendance and performance of trainees, (2) for immediate certification to the Secretary of Labor by the responsible training agency with respect to each person referred for training who does not have a satisfactory attendance record or is not making satisfactory progress in such training absent good cause, and (3) for continuous supervision of the training programs conducted under the agreement to insure the quality and adequacy of the training provided), protect the United States against loss, and assure that the functions and duties to be carried out by such State agency are performed in such fashion as will carry out the purposes of this title. In the case of any State which does not enter into an agreement under this section, and in the case of any training which the State agency does not provide under such an agreement, the Secretary of Health, Education, and Welfare may provide the needed training by agreement or contract with public or private educational or training institutions.

RULES AND REGULATIONS

SEC. 232. The Secretary of Health, Education, and Welfare may prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this part.

PART C—REDEVELOPMENT AREAS

SEC. 241. The Secretaries of Labor and of Health, Education, and Welfare, in accordance with their respective responsibilities under parts A and B of this title, are authorized to provide a supplementary program of training and training allowances, in consultation with the Secretary of Commerce, for unemployed and underemployed persons residing in areas designated as redevelopment areas by the Secretary of Commerce under the Area Redevelopment Act or any subsequent Act authorizing such designation. Such program shall be carried out

by the Secretaries of Labor and Health, Education, and Welfare in accordance with the provisions otherwise applicable to programs under this Act and with their respective functions under those provisions, except that—

(1) the Secretary of Labor, in consultation with the Secretary of Commerce, shall determine the occupational training or retraining needs of unemployed or underemployed individuals residing in redevelopment areas;

(2) all unemployed or underemployed individuals residing in redevelopment areas who can reasonably be expected to obtain employment as a result of such training may be referred and selected for training and shall be eligible for training allowances under this section: *Provided*, That the amount and duration of training allowances under this section shall in no event exceed the amount and duration of training allowances provided under section 203(a) of this Act;

(3) the Secretaries of Labor and of Health, Education, and Welfare shall, each with respect to his functions under this section, prescribe jointly with the Secretary of Commerce such rules and regulations as may be necessary to carry out the purposes of this section; and

(4) no funds available under this section shall be apportioned to any State pursuant to section 301 of this Act, nor shall any matching funds be required.

PART D—WORK EXPERIENCE AND TRAINING PROGRAMS

SEC. 251. (a) The Secretary of Labor in cooperation with the Secretary of Health, Education, and Welfare shall provide, under this part, programs for needy persons who require work experience or special family and supportive services, as well as training, in order that they may be assisted to secure and hold regular employment in a competitive labor market. Such programs shall—

(1) provide for the selection of participants pursuant to procedures and criteria jointly prescribed by the Secretary of Labor and the Secretary of Health, Education, and Welfare;

(2) include pretraining services and basic maintenance, health, family and day care, counseling, and similar social services, and basic education, as provided by the Secretary of Health, Education, and Welfare pursuant to section 502 of the Economic Opportunity Act of 1964, as amended;

(3) provide through agreements with appropriate public or private nonprofit agencies, work experience to the extent required to assist participants in developing necessary work attitudes or to prepare them for work or training involving the acquisition of needed skills;

(4) provide testing, counseling, training either on or off the job (including classroom instruction where needed through appropriate arrangements agreed to by the Secretary of Labor and the Secretary of Health, Education, and Welfare), to assist participants to develop their occupational potential, improve their occupational level and secure promotion or advancement;

(5) provide, through appropriate arrangements with employers, labor organizations, other public and private agencies, for development where needed of additional employment opportunities for participants, for job referral and follow-up services required to assist par-

ticipants in securing and retaining employment and securing possibilities for advancement; and

(6) provide, in accordance with the criteria prescribed in section 104 of this Act, relocation assistance to involuntarily unemployed individuals where the Secretary of Labor determines they cannot reasonably be expected to secure full-time employment in the community in which they reside.

(b) In developing and approving programs under this part, the Secretary of Labor shall give priority to programs with a high-training potential and which afford the best prospects for contributing to the upward mobility of participants.

(c) Notwithstanding any other provision of this Act, the provisions of section 503 of the Economic Opportunity Act of 1964, as amended, shall govern the use and apportionment among the several States of funds provided pursuant to such Act for the purpose of carrying out this part.

SECTION 205(b)(2) OF THE NATIONAL DEFENSE EDUCATION ACT OF 1958, AS AMENDED

SEC. 205. (a) Total of the loans for any academic year or its equivalent, as determined under regulations of the Commissioner, made by institutions of higher education from loan funds established pursuant to agreements under this title may not exceed \$2,500 in the case of any graduate or professional student (as defined in regulations of the Commissioner), and may not exceed \$1,000 in the case of any other student. The aggregate of the loans for all years from such funds may not exceed \$10,000 in the case of any graduate or professional student (as so defined, and including any loans from such funds made to such person before he became a graduate or professional student), or \$5,000 in the case of any other student.

(b) Loans from any such loan fund to any student by any institution of higher education shall be made on such terms and conditions as the institution may determine; subject, however, to such conditions, limitations, and requirements as the Commissioner may prescribe (by regulation or in the agreement with the institution) with a view to preventing impairment of the capital of the student loan fund to the maximum extent practicable in the light of the objective of enabling the student to complete his course of study; and except that—

(1) such a loan shall be made only to a student who (A) is in need of the amount of the loan to pursue a course of study at such institution, and (B) is capable, in the opinion of the institution, of maintaining good standing in such course of study, and (C) has been accepted for enrollment as a student in such institution or, in the case of a student already attending such institution, is in good standing there either as an undergraduate, graduate, or professional student, and (D) is carrying at least one-half the normal full-time academic workload as determined by the institution;

(2) such a loan shall be evidenced by a note or other written agreement which provides for repayment of the principal amount, together with interest thereon, in equal installments (or, if the borrower so requests, in graduated periodic installments determined in accordance with such schedules as may be approved by the Commissioner) payable quarterly, bimonthly, or monthly (at

the option of the institution) over a period beginning nine months after the date on which the borrower ceases to carry, at an institution of higher education or at a comparable institution outside the States approved for this purpose by the Commissioner, at least one-half the normal full-time academic workload as determined by that institution, and ending ten years and nine months after such date, except that (A) interest shall not accrue on any such loan, and installments need not be paid during any period (i) during which the borrower is carrying, at an institution of higher education or at a comparable institution outside the States approved for this purpose by the Commissioner, at least one-half the normal full-time academic workload as determined by the institution, (ii) not in excess of three years, during which the borrower is a member of the Armed Forces of the United States, (iii) not in excess of three years during which the borrower is in service as a volunteer under the Peace Corps Act, or (iv) not in excess of three years during which the borrower is in service as a volunteer under [section 603] *title VIII* of the Economic Opportunity Act of 1964: *Provided*, That this clause shall apply to any loan outstanding on the effective date of the Peace Corps Act only with the consent of the then obligee institution, (B) any such period shall not be included in determining the ten-year period during which the repayment must be completed, (C) such ten-year period may also be extended for good cause determined in accordance with regulations of the Commissioner, (D) the institution may provide that installments need not be paid during any period or periods, aggregating not in excess of three years, during which the borrower is in less than half-time attendance at an institution of higher education taking courses which are creditable toward a degree, and may also provide that any such period shall not be included in determining the ten-year period during which the repayment must be completed, but interest shall continue to accrue during any such period, (E) the borrower may at his option accelerate repayment of the whole or any part of such loan, and (F) the institution may provide, in accordance with regulations of the Commissioner, that during the repayment period of the loan payments of principal and interest by the borrower with respect to all the outstanding loans made to him from loan funds established pursuant to this title shall be at a rate equal to not less than \$15 per month;

SECTION 427 OF THE HIGHER EDUCATION ACT OF 1965

ELIGIBILITY OF STUDENT BORROWERS AND TERMS OF STUDENT LOANS

SEC. 427 (a) A loan by an eligible lender shall be insurable by the Commissioner under the provisions of this part only if—

(1) made to a student who (A) has been accepted for enrollment at an eligible institution or, in the case of a student already attending such institution, is in good standing there as determined by the institution, and (B) is carrying at least one-half of the normal full-time workload as determined by the institution, and (C) has provided the lender with a statement of the institution which sets forth a schedule of the tuition and fees applicable

to that student and its estimate of the cost of board and room for such a student; and

(2) evidenced by a note or other written agreement which—

(A) is made without security and without endorsement, except that if the borrower is a minor and such note or other written agreement executed by him would not, under the applicable law, create a binding obligation, endorsement may be required,

(B) provides for repayment (except as provided in subsection (c)) of the principal amount of the loan in installments over a period of not less than five years (unless sooner repaid) nor more than ten years beginning not earlier than nine months nor later than one year after the date on which the student ceases to carry at an eligible institution at least one-half the normal full-time academic workload as determined by the institution, except (i) as provided in clause (C) below, (ii) that the period of the loan may not exceed fifteen years from the execution of the note or written agreement evidencing it and (iii) that the note or other written instrument may contain such provisions relating to repayment in the event of default in the payment of interest or in the payment of the cost of insurance premiums, or other default by the borrower, as may be authorized by regulations of the Commissioner in effect at the time the loan is made,

(C) provides that periodic installments of principal need not be paid, but interest shall accrue and be paid, during any period (i) during which the borrower is pursuing a full-time course of study at an institution of higher education or at a comparable institution outside the States approved for this purpose by the Commissioner, (ii) not in excess of three years, during which the borrower is a member of the Armed Forces of the United States, **[or]** (iii) not in excess of three years during which the borrower is in service as a volunteer under the Peace Corps Act, *or (iv) not in excess of three years during which the borrower is in service as a volunteer under title VIII of the Economic Opportunity Act of 1964*, and any such period shall not be included in determining the ten-year period or the fifteen-year period provided in clause (B) above,

(D) provides for interest on the unpaid principal balance of the loan at a yearly rate, not exceeding the applicable maximum rate prescribed and defined by the Secretary (within the limits set forth in subsection (b)) on a national, regional, or other appropriate basis, which interest shall be payable in installments over the period of the loan except that, if provided in the note or other written agreement, any interest payable by the student may be deferred until not later than the date upon which repayment of the first installment of principal falls due, in which case interest that has so accrued during that period may be added on that date to the principal (but without thereby increasing the insurance liability under this part),

(E) provides that the lender will not collect or attempt to collect from the borrower any portion of the interest

on the note which is payable by the Commissioner under this part,

(F) entitles the student borrower to accelerate without penalty repayment of the whole or any part of the loan, and

(G) contains such other terms and conditions, consistent with the provisions of this part and with the regulations issued by the Commissioner pursuant to this part, as may be agreed upon by the parties to such loan, including, if agreed upon, a provision requiring the borrower to pay to the lender, in addition to principal and interest, amounts equal to the insurance premiums payable by the lender to the Commissioner with respect to such loan.

(b) No maximum rate of interest prescribed and defined by the Secretary for the purposes of clause (2) (D) of subsection (a) may exceed 6 per centum per annum on the unpaid principal balance of the loan, except that under circumstances which threaten to impede the carrying out of the purposes of this part, one or more of such maximum rates of interest may be as high as 7 per centum per annum on the unpaid principal balance of the loan.

(c) The total of the payments by a borrower during any year of any repayment period with respect to the aggregate amount of all loans to that borrower which are insured by the Commissioner under this part shall not be less than \$360 or the balance of all such loans (together with interest thereon), whichever amount is less.

MINORITY VIEWS

We, the undersigned, oppose this legislation because it merely repeats the high promises to the poor and raises their expectations without providing the effective means of fulfilling them. Specifically, we oppose this legislation because it does not address itself to—

1. The correction of the abuses which are destroying the poverty program; or
2. The guarantee of involvement of local government officials and citizens of talent with representatives of the poor at policy-making levels to provide the indispensable ingredient of success for community action programs; or
3. The establishment of a partnership with the States which will allow them meaningful participation in the program; or
4. The establishment of program and funding priorities which would give emphasis to the needs of the very young and training opportunities in private enterprise to the unemployed.

FROM BAD TO WORSE

During the past year, efforts by the Education and Labor Committee to gather information which would be helpful in drafting effective antipoverty legislation have fallen far short of the desired goal. A \$200,000 investigation was thwarted by lack of direction and tactics resulting in a most superficial effort. To date, no report has been published of the findings of the investigation.

The promises of an in-depth study of the war on poverty and subsequent hearings in selected field areas were totally unfulfilled. The minority membership, available during the November-January period of adjournment, waited patiently for field hearings which never materialized.

A musical chair investigative staff, which at no time included an accountant, was constantly confused by change of directions, canceled trips, recall from investigations, and numerous changes in the lineup. Reports were sketchy and for the most part consisted of statistics and percentages which provided little help to draft sorely needed legislative changes. In December the chairman astonished subcommittee members by appointing a three-man task force to "check on" his first investigation.

No independent investigation was possible under these circumstances

The widely heralded hearings of the Ad Hoc Subcommittee on the War on Poverty in March developed into an 8-day parade of administration spokesmen and apologists for the poverty program who spent hours relating self-serving statistics and stressing debatable accomplishments. The hearings were so loaded that the most critical witness turned out to be the Director, Sargent Shriver, himself.

The minority recommended 67 witnesses, knowledgeable regarding all aspects of the antipoverty program, be called. These recom-

mendations were ignored and the hearings were abruptly terminated. When incredulous Republican committee members, and the press, questioned Chairman Powell's arbitrary action, his response was characteristic: "*Because I am the Chairman.*"

The private wedding of politics and poverty

Perpetrating one of the sorriest exhibitions of political partisanship involving a piece of important national legislation that the Congress has ever witnessed, committee Democrats held a series of private caucuses to draft the Economic Opportunity Act amendments. Excluding Republicans from the closed-door sessions, the Democrats sought to write "a bill we can defend."

In our opinion these actions are an open admission that many Democrats consider the poverty program as pure politics and their own private preserve.

Forty-one days after the abrupt termination of hearings, executive sessions to mark up the bill were begun. The more than a month that the Democrats spent in an effort to hammer out a position which they could defend was apparently of no avail. Any discussion of issues quickly revealed their serious divisions. Several times executive sessions broke up in confusion as Democrats repeatedly caucused in an effort to unite in a defensive position.

Whip cracks

When it became apparent that there was still serious dissension among the Democratic members, the chairman ramrodded the bill through the committee rather than have it subjected to amendments. Republican proposals for substantial changes that would have corrected present abuses in the program were summarily rejected on straight party-line votes.

Thus, as the war on poverty approaches its third year, with abuses, scandals, and waste mounting, no significant corrective changes have been made in the legislation. Now, more than ever, there is a critical need for a responsible and sincere investigation of the program. Numerous instances of waste and corruption have been exposed, for the most part by diligent newspaper reporters in various localities. But this is not enough. There is a notable lack of inspections and examinations of expenditures.

Rules Committee refuses to hold hearings

Congressman William H. Ayres, joined by other Republicans, sponsored a resolution to establish a select committee of the House, appointed by the Speaker with the advice of the minority leader, to conduct a thorough and bipartisan investigation of the structure and operation of the Economic Opportunity Act. Although this proposal has had overwhelming support from Republicans and has been sponsored by some Democrats—notably Judiciary Committee Chairman Emanuel Celler—the controlling members of the Rules Committee have refused to even hold a hearing on the resolution for a select committee.

Although undermanned, we will continue to survey the poverty program, to point out the abuses, and to make proposals for constructive changes.

WHERE ARE WE NOW?

A war on poverty is not a new concept in the economic history of the United States. However, a “war on poverty” as a political tool which seeks to decrease and abolish poverty by Government fiat is new.

The entire economic progress of our Nation has been marked by an increasingly successful struggle against deprivation. The advancement that the U.S. economy has made is illustrated by the fact that the number of families with income of less than \$3,000 has decreased by 13 percent since 1947.

The dimensions of poverty

Using 1964 constant dollars, 31 percent of the families in 1947 had incomes of less than \$3,000 and by 1964 only 18 percent of the families fit into this category. This remarkable decrease was accomplished through the combined efforts of industry, government, and private organizations pursuing the joint goals of economic progress and the elimination of poverty—not by massive employment in the public sector of the economy.

Income of families, 1947-64

[Percent of families with money income less than \$3,000 (1964 prices)]

1947-----	31	1956-----	22
1948-----	32	1957-----	22
1949-----	33	1958-----	22
1950-----	30	1959-----	21
1951-----	28	1960-----	20
1952-----	27	1961-----	20
1953-----	25	1962-----	19
1954-----	27	1963-----	18
1955-----	24	1964-----	18

Source: Department of Commerce, Office of Business Economics.

Although substantial economic progress has been made, we must take a more critical look at the advancement of the effort to reduce poverty. It is disturbing to note that the reduction rate of the total number of Americans living in poverty has slowed in recent years.

Overall advancement is further marred by the finding that certain groups of our population have not made any economic advancement and, in some cases, have become even further entrenched in their poverty status. For instance, the number of families with five or more children who live in poverty has remained constant at about 1.1 million. The number of poor households headed by females increased from 1959 to 1964.

Although the total number of poor, nonwhite households declined by 200,000 between 1959 and 1964, it is still of serious consequence to note that in 1964 almost 48 percent of the nonwhite families with children were below the poverty-income level. As was noted in testimony before the committee, since 1960 per capita income in Negro sections of Los Angeles has declined and there has been no improvement in the unemployment rate. This occurred in a 5-year period when there was a 23 percent per capita income rise.

*“Nothing can be done * * * but to pay the bill”*

As the monetary commitment to the reduction of poverty has increased, the rate of the reduction of poverty has slowed. This disturbing phenomenon was noted by the Committee on Appropriations

in its report on the second supplemental appropriation bill of 1966. Discussing the supplemental appropriation to States for public assistance, the report states:

* * * When Congress acted on the regular annual bill for the Departments of Labor and Health, Education, and Welfare for fiscal year 1966, it reduced the request for grants to States for public assistance by \$242,100,000 on the basis that we have been appropriating hundreds of millions of additional dollars every year for the past few years for programs that are aimed at combating dependency, and the outlook for a reduction in the rate of unemployment was better than it had been for a long time. Of course, unemployment rates have gone to even lower levels than was anticipated when Congress acted on the original appropriation for 1966. Yet, in the face of this fact, the request for a supplemental appropriation is not only to restore the reduction made by Congress last year but for an additional amount of approximately \$140 million. Of course, this is purely a mathematical calculation and nothing can be done under the law but to pay the bill.

Redirection for progress

It is apparent that a mere increase of funds will not be able to sustain the economic progress that has been made to date. Because we are in the midst of a critical historic period when Federal funds are limited, we must see that top priority is given to the programs which will bring the highest return on our investment. A redirection of programs and funding is necessary if the objective of the elimination of poverty is to be accomplished. The war on poverty must be evaluated on the basis of its accomplishments, not its objectives.

\$2.3 BILLION LATER

The war on poverty has now been in progress for 2 years. Two billion three hundred thousand dollars have been spent to wage that war. There is no doubt that some good has been accomplished at extravagant cost, but what return has the taxpayer received for his investment? He is daily treated to headline stories of mismanagement, abuse, and scandals concerning the poverty program.

Sargent Shriver testified before our committee on the accomplishments and mistakes that the Office of Economic Opportunity has made in the past year. He produced a welter of self-servicing statistics designed to prove that the programs are working. He even "admitted" a few of the "setbacks" like the Black Arts Workshop, Job Corps problems, and ineligible Neighborhood Youth Corps enrollees.

The mistakes that Mr. Shriver admitted were all points of fact, but the balance of accomplishments and failures he presented was decidedly lopsided. Through a series of press releases and Republican poverty memos, we have sought to present a clearer picture of just exactly what is happening. We do not attempt to discuss all of the incidents that have occurred, or to reproduce all the excellent news stories, but it is essential that we highlight the problems so that clear, carefully developed remedies may be found.

Our worst fears

As original supporters of residential, experimental schools for unemployed underprivileged youths, the concept embodied in the Job Corps program, we were very apprehensive about the mass production of this idea. Our worst fears did not begin to anticipate the heavy fire of criticism that the Job Corps has been under since its much publicized initiation. A potentially good program is faced with failure because of excessive costs, political profiteering, permissive disciplinary policy and a distant unenlightened, centralized control.

A matter of speculation

The costs of this single antipoverty program are appalling. Costs everywhere are exceeding estimates. The combination of high property rentals, excessive salaries, and underestimated site rehabilitation costs has resulted in a cost per enrollee that has been variously estimated as \$9,120 to \$13,000 per year. These costs merely represent the costs per enrollee.

When expenses are evaluated on the basis of cost per graduate, the results are even more astounding. For example, the St. Petersburg, Fla., Women's Job Corps Center, after 1 year of operation, has produced 42 graduates at a cost of \$39,205 per graduate.

If the Job Corps program is to be continued, it is vital that costs per enrollee be reduced. We must, then, curb the factors that are causing the soaring costs. And, what is the main factor? Improper location of Job Corps facilities in locations that demand high rentals or unreasonable rehabilitation costs. The reasons that prompted Job Corps officials to locate the centers in such uneconomical locations are only a matter of speculation at this time.

The Charleston, W. Va., Women's Job Corps Center, which is located in the old Kanawha Hotel, is one of the most notable of the examples that could be given. The story surrounding this center has been documented in the following Republican Poverty Memo:

[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 5, Mar. 21, 1966]

CHARLESTON, W. VA., HOTEL CASHES IN ON ANTIPOVERTY PROGRAM

Lease a rundown hotel for \$94,800 a year. Pay all taxes, insurance utilities, and repairs. Spend \$225,000 renovating the building, which reliable real estate brokers value at \$250,000.

Result: One Women's Job Corps Center in Charleston, W. Va.

The waste involved in another of the pet projects of the President's so-called war on poverty was disclosed today by Congressman Albert H. Quie, Republican, of Minnesota, in a speech on the floor of the House of Representatives.

The Charleston Women's Job Corps Center is housed in the old Kanawha Hotel, owned by the Kanawha Hotel Co., whose president is Angus Peyton, a prominent West Virginia Democrat and State commerce commissioner.

"The rundown hotel, which was used for Democratic presidential campaign headquarters in 1960, was assessed at \$87,000 prior to occupancy of the Women's Job Corps in

August 1965," Congressman Quie said. "It was subsequently raised to \$115,000. Estimates of reliable real estate brokers in Charleston placed the value of the hotel at \$250,000."

"In addition to receiving a guaranteed profit of 40 percent on the annual \$94,800 rental paid by the Federal Government, the \$225,000 spent renovating the building would accrue to the Kanawha Hotel Co.," Congressman Quie said.

"Our investigations have revealed that in the spring of 1965 a construction consultant, an employee of a firm retained by the Office of Economic Opportunity, on two separate occasions surveyed the Kanawha Hotel to determine its suitability for a Women's Job Corps Center," said Congressman Quie. "Both times, despite pressure to approve the site, the consultant recommended against use of the hotel, reporting among other things that the building would be too expensive to rehabilitate."

Congressman Quie said there are "obvious political implications" in the arrangement and that it is "another example of extravagant diversion of antipoverty funds into the pockets of Democratic politicians."

"Testimony at hearings currently being held by the Education and Labor Committee has revealed the estimated costs of maintaining one Job Corps enrollee for a year ranges from \$8,500 to \$13,000. Educators gasp at these figures and taxpayers question the justification for such an expensive program. We all recognize the necessity for the Job Corps program and agree with the concept * * * however, the program wasn't designed to be a windfall for the wealthy with influence," Congressman Quie said.

[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 14A (supplement to Poverty Memo 14), Apr. 15, 1966]

CREDIBILITY GAP AT OEO—CHARLESTON REVISITED

"Congressman Quie, the figures that were given to you * * * were inaccurate." Thus, in testimony on March 23, Bernard L. Boutin of the Office of Economic Opportunity began a point by point denial of facts presented by Albert H. Quie, Republican, of Minnesota, 4 days earlier with reference to the Charleston, W. Va., Women's Job Corps Center. The same day Congressman Sam Gibbons, of Florida, took the floor defending OEO and declaring that Congressman Quie, inadvertently, was wrong.

Further investigation in Charleston not only showed that Congressman Quie was right but that he conservatively understated the established facts that add up to scandalous poverty profits to a leading Democrat officeholder in West Virginia. Congressman Quie said the Hotel Kanawha was owned by a corporation whose president was Angus Peyton, a prominent Democrat and the present commerce commissioner in West Virginia. This is undenied. Congressman Quie said that the Kanawha Hotel lease provides for payment of \$94,800 a year net profit, after the Federal Government

reimburses for taxes, insurance, utilities and repairs. Mr. Boutin said the rent was \$90,000. The fact is that the rent is \$94,800 and the Federal Government pays, in addition, \$4,800 a year for the storage of old hotel property.

Congressman Quie said assessments in West Virginia were by law 50 percent of market value. Mr. Boutin said they were 40 percent. Chapter 18, article 9(a), section 4 of the West Virginia Code provides that assessed valuation shall not be less than 50 percent nor more than 100 percent of appraised valuation.

Mr. Quie said that the Federal Government has spent at least \$225,000 renovating the rundown Kanawha Hotel. Mr. Boutin said they have spent only \$187,000. The fact is the Federal Government has spent \$345,000 to renovate the hotel into a Job Corps Center. This includes \$290,026.60 spent on repairs and installation of equipment, \$24,936.77 for electric, heating and plumbing items which they call "maintenance" and \$30,586.14 for outstanding mechanics liens.

Mr. Quie said that the Kanawha Hotel was worth about \$250,000 at the time it was chosen for a Job Corps Center. Mr. Boutin claimed it was worth \$438,000 in 1965 and \$508,250 in 1966 (perhaps slyly including in its value \$345,000 worth of renovations at taxpayers' expense). The fact is that reliable real estate brokers in Charleston indicated the Hotel Kanawha was worth about \$250,000 prior to renovation. A somewhat older but comparable hotel in Charleston, the Milner-Ruffner, with more land and a more valuable location, sold on February 1 this year for \$200,000.

Mr. Boutin defended the Kanawha Hotel expenditures with the claim that annual square-foot rental cost is less than one dollar. This figure must have been computed by dividing the erroneous \$90,000 per year rental by 100,000 square feet. This becomes an entirely meaningless computation when it is understood that it ignores \$4,800 being paid annually for storage of the old hotel furniture, \$7,500 paid annually for taxes (including taxes on the furniture in storage and the hotel's accounts receivable), \$5,740 paid annually for insurance and \$4,800 paid annually for rent in addition to the \$90,000 reported by OEO. Certainly a meaningful annual square-foot cost figure should include all annual expenditures, not to mention \$16,000 to settle leases of former tenants and some annually amortizing of the \$345,549.51 renovations. Who does Mr. Boutin think he fools by citing such glib and misleading figures?

In summary, the poverty program has spent \$345,549.51 renovating a rundown hotel worth about \$250,000. A corporation, whose then president is a leading West Virginia Democrat, receives \$94,800 per year profit on property worth \$250,000. That is a poverty profit of 38 percent a year. An OEO official described the Charleston Women's Job Corps arrangement as "the very best deal that could be gotten." The taxpayers might be justified in asking "the best deal for whom?"

[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 16, Apr. 20, 1966] 1

THE KANAWHA HOTEL—A LOGICAL CHOICE?

Congressman Albert H. Quie pointed out today more errors in the March 23 testimony of Bernard L. Boutin, Deputy Director of the Office of Economic Opportunity. Boutin was testifying before the Ad Hoc Subcommittee on Poverty of the House Education and Labor Committee.

Congressman Quie was attempting to learn more about a feasibility study that had been conducted to determine if the rundown Kanawha Hotel in downtown Charleston, W. Va., was suitable for a Women's Job Corps Center.

The engineer who conducted the feasibility survey twice said that it was not suitable—and was fired for his trouble. The Kanawha Hotel was leased from the Kanawha Hotel Corp., whose president was Angus Peyton, West Virginia Commerce Commissioner and unsuccessful 1964 Democratic candidate for the State Senate.

Boutin was just one of three OEO officials that Congressman Quie questioned about the feasibility study. He also asked Benetta B. Washington, of OEO's Women's Centers Division, who had conducted the study. She said it was OEO's own engineers. Congressman Quie asked Milton Fogelman, OEO contracting officer, who had conducted the feasibility study. Fogelman said it was Consolidated American Services. He was right. Boutin's version came out like this:

Mr. BOUTIN. "Survey for this was done by GSA for us. The facilities that were carefully looked at was the Ruffner Hotel, the Holley Hotel, the hotel in question, the Daniel Boone Hotel and the Holiday Inn Hotel."

The "hotel in question" was, of course, the rundown Kanawha.

Congressman Quie had charged earlier that selection of the Kanawha Hotel, coupled with the \$94,800 annual rental and the fantastic cost of rehabilitation which mounted the first-year cost of the site to at least \$477,839.76, "implies political favoritism."

(Boutin also testified before the ad hoc subcommittee that the first-year cost figures advanced by Congressman Quie were inaccurate. Subsequent investigation showed that Congressman Quie was right—Boutin wrong.)

As in the case of the cost figures, Boutin's testimony that several sites were "carefully looked at" appears to be inaccurate and misleading.

In order to determine what, if any, alternatives were considered for the location of the Charleston Women's Job Corps Center, Congressman Quie had the minority investigator of the ad hoc subcommittee make a check, with the following results:

On March 28, 1966, Mrs. Mary Lee Crowley, owner of the Holley Hotel on Quarrier Street in Charleston, said that at no time did she consider leasing the Holley Hotel to the Office of Economic Opportunity or its contractor, Packard Bell Electronics Corp. She recalled that early in 1965 a representa-

tive of Packard Bell called on her and asked if she would be interested in leasing the hotel as a Women's Job Corps Center. Mrs. Crowley told this man that she was interested in selling the hotel, but not in leasing it. She remembered that his manner was abrupt and her conversation with him was less than 5 minutes. To her knowledge, no surveys or studies of the Holley Hotel were made by Packard Bell, OEO, or General Services Administration, which Boutin claimed made some studies for the OEO program.

Also on March 28, 1966, Mr. Joe Reiser, assistant manager of the Daniel Boone Hotel at Washington and Capitol Streets in Charleston, said that to his knowledge no studies or surveys of the Daniel Boone Hotel were made by Packard Bell, GSA or OEO in contemplation of a Women's Job Corps site. He said no approach or offer had been made to the Daniel Boone management by any representative of these organizations. On April 6, 1966, Mr. Reiser said he had been in contact with Mr. Roger S. Creel, general manager of the Daniel Boone, who had been vacationing in Miami, Fla. Mr. Creel confirmed that at no time was any offer made to the Daniel Boone management regarding the Women's Job Corps Center and to his knowledge no studies or surveys of the hotel had been made for that purpose.

On April 6, 1966, Mr. Lyman Stanton, president and general manager of the Holiday Inn Hotel on Kanawha Boulevard in Charleston, told the same story. He said that no approach or offer had been made in regard to the Women's Job Corps Center site and to his knowledge no studies or surveys of that facility had been made.

On March 30, 1966, Mr. Vincent Chaney, Charleston attorney who had represented the Ruffner Hotel for years prior to the sale of the building on February 1, 1966, said that to his knowledge no action had been taken in any way by Packard Bell or OEO in consideration of the Ruffner Hotel as a Job Corps site. His statement was affirmed by Mr. R. G. Lilly, Sr., Charleston attorney and principal stockholder of the family-owned Ruffner Hotel prior to its sale.

Mr. Lilly said, however, that in 1965, when he learned that a Women's Job Corps Center had been planned for Charleston, he was interested but was never approached.

Had he been approached, Mr. Lilly said, he would have been very interested in leasing the Ruffner Hotel as a Women's Job Corps Center for much less than the \$94,800 annual rental on the Kanawha Hotel.

Mr. Lilly described the Ruffner as a six-story building with basement and penthouse which includes about 170 bedrooms. He said the hotel has been leased to the Millner Co., of Detroit, Mich., during the past 3 years under an arrangement where the hotel owners received 17 percent of the gross income. This resulted in the following approximate incomes to the hotel: 1965, \$21,000; 1964, \$18,000; and 1963, \$14,000. Under the terms of the lease, the Ruffner Hotel paid taxes and insurance on the building and its furniture.

Under the Kanawha Hotel-Packard Bell lease, the Office of Economic Opportunity pays taxes and insurance on the hotel and its furniture, as well as furniture storage.

"It seems apparent from these figures that Mr. Lilly would have been glad, as he has said, to lease the Ruffner Hotel for much less than \$94,800 a year," Congressman Quie said in a speech on the House floor today. "Based on information furnished by responsible Charleston hotel representatives, it is apparent to me the Kanawha Hotel was the only site considered."

"This is in addition to the errors I pointed out previously in Mr. Boutin's testimony before the ad hoc subcommittee," Congressman Quie said. "As far as I am concerned, so many errors of such a basic and grave nature are enough to discredit Mr. Boutin's entire testimony. This is another example of the chaotic and make-it-up-as-you-go administration that seem to be so much a part of everyday operations at the Office of Economic Opportunity."

"Silver-salaried Job Corps"

Excessive salaries paid to Job Corps employees have resulted in extraordinary expense and the proselytism of personnel from existing school systems. An extreme example of this was found at the Camp Gary Men's Job Corps Center in San Marcos, Tex., where the 208 staff personnel who make \$9,000 a year or more received an average of 57 percent increase in salary when they were employed at the Center. Further details on the salaries at Camp Gary were set out in a Republican poverty memo and a speech made to the House by Congressman Goodell:

[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 20, Apr. 23, 1966]

SILVER-SALARIED JOB CORPS; OR RAGS TO RICHES

Want a 57-percent raise? Join the staff of the Job Corps. The 208 staff personnel at Camp Gary (San Marcos, Tex.) drawing salaries over \$9,000 got an average increase of 57 percent above their previous salary. Twenty-two of them more than doubled their previous salary. Here are some examples of past and present salaries of Camp Gary personnel:

Position	Previous	Present
Manager of personnel.....	\$5,000	\$10,000
Math chairman.....	4,730	10,080
Citizenship teacher.....	4,800	10,080
Chairman commercial skills.....	4,650	10,080
Welding instructor.....	3,200	9,780
Teacher commercial skills.....	4,500	9,780
Do.....	4,300	9,780
Auto mechanic instructor.....	3,800	9,780
Drafting instructor.....	4,764	9,780
Science teacher.....	4,700	9,780
Duty officer.....	4,500	9,493
Physical education instructor.....	4,600	9,480

The automatic, facile explanation always given by poverty officials for high salaries is, "We need the best people." Is it really necessary, however, to go this far? Aside from the

leakage of poverty funds for extravagant salaries, there is a distressing impact on school systems. What school board can compete with their rich Uncle Sam who apparently has money to burn; *154 of the 208 came directly to Gary from school jobs.* Is it necessary to offer \$9,780 to a math instructor making \$4,887, or to a music teacher making \$4,200, in order to attract them to come to Camp Gary? Would a private employer offer these lavish salary increases in his business?

These are the kind of facts that should have been brought out in congressional hearings. In spite of our efforts, and those of Congresswoman Green (Democrat of Oregon), the reason for extravagant costs of Job Corps camps remained a mystery in the hearings. Camp Gary does not stand alone; on the contrary, it appears to be a typical outgrowth of inept administration of the Job Corps.

I have today telegraphed seven other urban Job Corps centers for full data on their staff salaries. In the meanwhile, the press is welcome to examine the complete salary records of Camp Gary in my office.

Lack of enrollee screening

Alarming incidents of violence involving Job Corps enrollees at the Job Corps centers and in neighboring towns and cities emphasize the need for more discipline and for a more careful screening and selection of enrollees. We recognize the program is designed to assist disadvantaged youths and that a large number of them will have been involved in scrapes with the law; however, Congress did not intend that Job Corps centers replace reformatories.

The Job Corps should be able to take juvenile offenders, but the Job Corps officials have the responsibility to know the background of all enrollees. The following case history, described in statements to the House by Congressmen Albert H. Quie and Charles E. Goodell, reveals the type of sorry incident that can occur when Job Corps officials fail to fulfill their responsibility:

JOINT STATEMENT ON THE FLOOR OF THE HOUSE OF REPRESENTATIVES, FEBRUARY 7, 1966

As friends of the Job Corps concept, we are deeply distressed and angry about the philosophy prevailing in its administration today. Situations involving Job Corps enrollees from all over the country have come to our attention dramatizing this point. Perhaps the most disgraceful of them all involves the Job Corps camp at Mountain Home, Idaho, which we wish to discuss and express our indignant protest about today.

In doing so, let the record be clear that we sponsored legislation for experimental "residential skill centers" as far back as 1961. Although the administration opposed these proposals, we were able in 1963 to add such a provision to the Vocational Education Act. The projects were never funded by the administration.

The 1964 Poverty Act launched us on a mass production of Job Corps camps without the benefit of experience. The

present philosophy of Job Corps administrators is endangering the entire Job Corps approach, which can and should help many youngsters help themselves. The following case history forcefully illustrates our point.

MOUNTAIN HOME, IDAHO

On November 15, 1965, a vicious fight took place in a dormitory at the Mountain Home Job Corps Camp. A corpsman was brutally beaten by Paul Dennis Jones, a fellow corpsman, for playing a radio in the dormitory. With his victim prone, Jones slashed his face and hands with a knife and then plunged the knife into his abdomen.

Up to this point, the story seems like one of those unfortunate incidents that can happen occasionally when you put rough, hard-core young men together in a camp. The full sequence of events, however, is appalling and incredible. They can be summarized in the following 10 points:

1. Jones, the assailant, was what is known in the trade as a "three-time loser." He had three felony convictions against him, plus a parole violation, when admitted to the camp.

2. Job Corps officials violated the interstate compact on parole and probations by failing to notify Idaho authorities that Jones was a parolee from California. Not only that, in response to a request from Idaho authorities, officials at the Mountain Home Camp are unable to determine, or have refused to determine, how many of their corpsmen are presently on parole or probation from other States.

3. Jones not only was a three-time felony loser, he was serving in a supervisory capacity in the Mountain Home Camp as a dormitory leader, wing leader, and squad leader.

4. The Job Corps paid for an attorney, bail, and psychiatric treatment for Jones.

5. The Job Corps, by telegram from Washington, asked the court to release Jones on probation, without punishment, on the assurance he would be accepted back at camp.

6. After release from the hospital, the victim was so mistreated and threatened by Jones' friends at the Mountain Home Camp that he was forced to resign from the Job Corps.

7. Job Corps officials refused to sign a criminal complaint against Jones and refused to cooperate with the local prosecuting attorney, Mr. Fred Kennedy.

8. The prosecuting attorney had to subpoena other corpsmen in order to get them to testify and at least one of the eyewitnesses to the assault, standing 3 feet from the scene, said he saw nothing. The prosecuting attorney is convinced that this witness is guilty of outright perjury, but once again Job Corps officials refused to cooperate or take action to assist the prosecution.

9. The U.S. attorney, Mr. Sylvan Jeppesen, the prosecuting attorney, the warden of the Idaho State Penitentiary (Mr. L. E. Clapp), the vice chairman of the Idaho Board of Correction (Mr. Mark Maxwell), an Idaho parole and probation officer (Mr. Al Roark), an official of the Idaho Employment Security Agency (Mr. Bill Lesh), and the Idaho attorney general (Mr. Allan Shepard) were so incensed by the handling of this case by Job Corps officials that they met jointly and determined to bring the matter to the attention of Mr. Shriver and other officials in Washington. The prosecuting attorney wrote Mr. Shriver in December and, at least until recently, had not even received the courtesy of a routine reply.

10. On the pleading of Job Corps officials, the district judge withheld sentence on Jones and placed him on probation for 2 years with the condition that he serve 4 months in jail and then return to the Job Corps.

LAW OF THE JUNGLE

The obvious result of this case is that enrollees at Mountain Home Job Corps Camp believe the law of the jungle prevails and that even officials of the U.S. Government countenance assault with a deadly weapon.

Job Corps officials should be called to account for this episode. Do they believe they are teaching the young men at the Mountain Home Camp constructive values by their actions in this case? What justification do they have for hiring an attorney with Federal taxpayers' money, especially when Idaho law requires that indigent defendants be furnished counsel by the State? Why do Job Corps officials want Jones back in the Job Corps under these circumstances? Do they plan to put him back in a position of leadership and authority over his fellow Job Corps men?

FAULTY PHILOSOPHY

This case, in capsule, demonstrates two damaging and dangerous things about the way the Job Corps program is now being administered.

First, the screening of enrollees is so incredibly haphazard that officials don't even know when enrollees are on parole for commission of major felonies.

Second, the philosophy of Job Corps officials is so ridiculously soft and confused that they will excuse almost any behavior by an enrollee, even when it jeopardizes the chance of other enrollees to succeed.

The case of Paul Dennis Jones in Idaho is not an isolated one. It is typical of official policy in the Job Corps. This kind of approach in handling tough young men who have committed serious crimes permeates the entire administration of Job Corps camps. It can be fatal to the program unless it is reversed by direct and immediate action.

Two dropouts from Camp Kilmer recently declared that they would not have enrolled in the Job Corps if they had

known what it was like. One of them commented, "Many youths sent to court for a minor crime were given a choice between the Job Corps and reform school." A common statement among enrollees is, "If I go back, the judge will put me in jail." Another enrollee said, "The dormitories are ruled by gangs."

Is it any wonder that Job Corps dormitories are often ruled by gangs when authorities deal so foolishly with felony crimes? Job Corps policy provides specifically:

"No dismissals from Job Corps can be made by centers without getting prior approval from Job Corps headquarters * * *. *Under no circumstances, explicit or implicit, should a resignation be asked for or the opportunity to resign offered.*"

REALISM NEEDED

The Job Corps concept is sound, but it can't be administered successfully by administrators who coddle and encourage lawbreakers and gang leaders. Unless we start getting some realism into the Job Corps program, the American people will rise in indignation and probably sweep out the good potential with the bad performance. That would be tragic for the many youngsters who can be helped by a good Job Corps program, as well as for our society as a whole.

[From the Office of Congressman Charles E. Goodell, House of Representatives, Feb. 10, 1966]

DELIVERED ON THE FLOOR OF THE HOUSE OF REPRESENTATIVES

Mr. GOODELL. Mr. Speaker, on Monday of this week my colleague, the gentleman from Minnesota [Mr. Quie], and I addressed this House with reference to problems in the administration of the Job Corps, as illustrated especially by a case in Mountain Home, Idaho. Although two of our colleagues, the gentleman from Idaho, Congressman Compton White, and the gentleman from Florida, Sam Gibbons, have adroitly answered with a smokescreen, both of these gentlemen and the Job Corps have admitted the truth of the important facts we presented. I regret that they chose to conceal these admissions amidst a rain of ill-conceived and unfounded charges that the gentleman from Minnesota [Mr. Quie], and I are misrepresenting an isolated case to undermine the Job Corps. I will not reply in kind because I have great respect for my colleagues. Let me simply say that the gentleman from Minnesota [Mr. Quie] and I were proposing the Job Corps concept before either of these worthy gentlemen were in Congress and we have consistently advocated the merits of a sensible Job Corps program.

NOT AN ISOLATED CASE

I shall recount later in my remarks the specific admissions camouflaged by these gentlemen, but let me first deal with

their charge that the Mountain Home incident is an isolated case. Far from it. I shall cite today only a few of the large number of cases from all over the country.

CAMP GARY, TEX.

Last July, three Job Corps enrollees in Camp Gary, were charged with shooting two Air Force policemen. Having been booked for assault with intent to murder, they were returned to regular duty in the camp. Job Corps officials hired three separate lawyers to defend the enrollees and the case has not yet come to trial due to delays and "absence of key witnesses."

CAMP BRECKENRIDGE

In August last year a Job Corps man on leave in Billings, Mont., was charged with shooting at a policeman and wounding a woman in a Billings bar. Job Corps officials not only posted a \$2,500 bond and are paying for an attorney, they have flown the enrollee and a security guard back and forth from Camp Breckenridge, Ky., to Billings at least twice and perhaps more. The case has still not come to trial and the corpsman remains an enrollee in Camp Breckenridge. The apparent estimate of cost in this case is a minimum of \$1,000 to the taxpayers and perhaps a great deal more. Senator Lee Metcalf, Democrat, of Montana, was quoted as saying:

"The idea of the Job Corps in my opinion is a great idea, but this incident is wrong and really burns me up."

The Senator continues:

"These dropouts and malcontents are being coddled and complimented for their derogatory behavior."

KINGSPORT, TENN.

In December a warrant was issued in Kingsport, Tenn., against two young men for allegedly bludgeoning two victims with a lead pipe. They left the town that morning for two Illinois Job Corps camps before the warrant could be served.

Mr. Speaker, I could go on and on with examples of this nature. Job Corps camps are, and should be, for hard-core youngsters, many of whom have had brushes with the law. They need sympathetic understanding. They also need to learn discipline and social values such as respect for law and order. The present policy of Job Corps officials too often undermines this whole purpose.

MOUNTAIN HOME, IDAHO

In the Mountain Home case, my two colleagues and the Job Corps have now openly admitted the following devastating facts:

First. An enrollee named Paul Dennis Jones did attack a fellow corpsman with a deadly weapon in a Job Corps dormitory.

Second. Jones was a three-time felony loser, including conviction for attempted murder.

Third. Job Corps screening procedures are so haphazard that they had no idea of Jones' previous record when they took him in the Job Corps.

Fourth. Jones was in a capacity of leadership in the Mountain Home Camp, serving as dormitory leader, wing leader, and squad leader.

Fifth. The Job Corps does not deny that the victim of the assault was drummed out of the Job Corps by friends of Jones.

Sixth. The Job Corps did pay for an attorney and apparently for psychiatric treatment. A maximum of \$50 of this cost may be deducted from the enrollee's readjustment allowance, the rest to be paid from Job Corps funds.

Seventh. Job Corps officials from Washington did telegraph the court that they would accept Jones back in the Job Corps. This was done at the time of sentencing by the court, when the full probation report showing his previous convictions was certainly available. Job Corps officials blithely claim that even at that time, when they agreed to accept Jones back, they knew nothing of his previous felony record.

Eighth. The Job Corps still has no procedure for screening applicants with felony records so that they can conform to parole and probation requirements.

Mr. Speaker, the latter point raises one of the silliest of the answers apparently given to my colleague, the gentleman from Florida [Mr. Gibbons] by Job Corps officials. I quote my colleague:

"There is no national file of parolees or juvenile offenders; and there is no way, except for a prohibitively costly security check, in which every facet of an applicant's life can be checked."

I would inform my colleague and the Job Corps that every State maintains records of parolees and probationers in a bureau of identification. In addition, if applicants were fingerprinted, as every inductee in the military service is fingerprinted, felony records could be checked overnight with the FBI. This is done constantly by sheriffs and police officials in our smallest communities around the country.

Mr. Speaker, when the Job Corps takes an applicant who has a felony record, they should know about it. The Job Corps has a direct responsibility to work out provisions so that they are not a party to removing parolees and probationers from States, thereby violating State law. I am informed that the Council of State Governments has been unsuccessfully trying to work out this matter with the Job Corps. It should be done immediately. The cases the gentleman from Minnesota [Mr. Quie] and I have cited are but a few of the many that have occurred in the Job Corps. They are not isolated instances. They are established policy of the Job Corps.

I am aggrieved that our two colleagues chose to slash back blindly and personally when we brought the Mountain Home

case to the attention of the House. Our statements were based solidly on facts compiled by the attorney general of Idaho, Mr. Allan Shepard, and a large number of other officials in Idaho, including the prosecuting attorney, Mr. Fred Kennedy, who told me he had reviewed the attorney general's memo and approved it. As I stated to the House on Tuesday, the prosecuting attorney wanted it made clear that Job Corps officials cooperated with him fully after he refused to return Jones to the Mountain Home Camp for administrative action.

I include at this point in the Record the full memorandum of facts given to us by Idaho officials, along with an excerpt from bulletin No. 66-40 of the Job Corps, relating to legal services for corpsmen in Job Corps conservation centers:

DECEMBER 31, 1965.

This memorandum is written at the combined suggestions of certain persons who attended a meeting recently in the office of Mr. Sylvan Jeppesen, U.S. attorney. In attendance were Mr. Fred Kennedy, prosecuting attorney for Elmore County, Mr. L. E. Clapp, warden of the Idaho State Penitentiary, Mr. Mark Maxwell, vice chairman of the board of corrections, Mr. Al Roard, parole and probation officer, Mr. Bill Lesh, of the Employment Security Agency, Mr. Allen G. Shepard, attorney general of the State of Idaho, and his two assistants.

Mr. Jeppesen stated that he had been requested by Senator Church to attend said meeting, which was called primarily at the instance of Mr. Kennedy and Mr. Clapp.

The discussion involved a recent criminal incident at the Job Corps Camp at Mountain Home, Idaho. It was the consensus of those present at the meeting that the entire congressional delegation should be informed both as to the circumstances and the thinking of the group regarding corrective action which should be taken.

On or about November 15, 1965, a vicious fight took place in one of the dormitories of the Job Corps Camp at Mountain Home. Said assault allegedly took place as a result of Truley Tillman, a corsman, playing a radio in a manner disturbing to the other occupants of the dormitory. The dormitory leader, one Paul Dennis Jones, brutally beat Truley Tillman about the head and face. While sitting astride the prone body of Tillman, Jones produced a knife and slashed Tillman about the face and hands, and then plunged the knife into the abdomen of Tillman, inflicting a wound of approximately 2½ inches in depth.

The matter was reported almost immediately to Mr. Kennedy as county prosecutor. Because of the question of Federal enclave, the Federal Bureau of Investigation had been called. An FBI investigator was dispatched to the scene that night, interrogated Jones and obtained from him a statement admitting participation in the assault. Mr. Kennedy was approached that night by officials of the Job Corps, who attempted to convince Mr. Kennedy that there should be no criminal proceedings filed against Jones and he should be

released to the Corps for administrative action. No person in the Job Corps camp, either corpsman or official, would sign the criminal complaint against Jones for assault with a deadly weapon, and Mr. Kennedy was, therefore, required to sign the complaint himself.

It was necessary to issue subpoenas and require attendance of Job Corps witnesses in court. The Job Corps officials, through their Washington, D.C., office, hired Mr. Robert Rowett, an attorney at Mountain Home, to represent the accused at Federal expense.

At the hearing held therein, Jones entered a plea of guilty to assault with a deadly weapon, and as is usual in such cases, the district judge deferred imposing sentence pending presentence investigation.

At the hearing for sentencing, officials from the Job Corps camp were present. A telegram from the Job Corps headquarters in Washington, D.C., was submitted to the court, which requested that the judge place Jones on probation and affirmatively stated that if said Jones were placed on probation by the court he would be accepted by the Job Corps and returned to the Job Corps camp.

In the course of the presentence investigation, it was determined that Jones is a three-time loser on felony charges, having been convicted and served sentences in California State correctional institutions. The criminal record of Jones can be summarized as follows: At the age of 16, he attempted to kill two persons by firing nine shots from a revolver. He was admitted to the California Fort Springs Boy's Camp. In 1962 he was convicted of auto theft and received a jail sentence and 3 years probation. Later in 1962, he was convicted of auto theft and sentenced to an additional 2 years probation. In 1963, he was adjudged a parole violator, convicted of another auto theft and sentenced to the Soledad Correctional Institution. In 1964, he was paroled and on September 8, 1965, was arrested for driving with a revoked or suspended driver's license, and served a total of 25 days in jail.

At the time of his induction into the Job Corps, he was, and still remains a parolee of California correctional system. Idaho, as are all States, is a member of the interstate compact on parole and probations. Under the terms of said compact, each State agrees that it will not permit one of its parolees or probationers to move to another State's jurisdiction without, in advance, informing the receiving State of such desire and making arrangements for the supervision of such parolee or probationer by the receiving State during the balance of parolee or probationer's time. No such notification was received by the State of Idaho, or its board of corrections from either the State of California or the Job Corps. We were informed that said Jones, while at the Job Corps camp, was make a supervisor of other corpsmen in three capacities: Dormitory leader, wing leader, and squad leader which would indicate he had rather close supervision of other corpsmen.

Mr. Kennedy has further stated that he has received practically no cooperation from fellow Job Corps men witnesses in investigating or processing the defendant for what is obviously a serious crime in the felony category. This, in spite of the fact that the defendant was a three-time convicted felon and but for extremely fortunate circumstances, his latest victim would have died.

One of the eyewitnesses to the assault, another corpsman, called by Mr. Kennedy to testify under oath, refused to state that he had seen the assault with the knife, although standing within 3 feet of the scene. Mr. Kennedy states that he is convinced that this witness is guilty of outright perjury. The victim of the assault was so mistreated and threatened by friends of Jones that he has now resigned from the Job Corps and has left the State of Idaho.

Jones was recently brought before the Third District Court in Boise for sentencing, at which time Job Corps' officials and his lawyer, Mr. Rowett, also appeared. The district judge, Hon. J. Ray Durtschi, withheld sentence on Jones and placed him on probation for 2 years, with the condition that he serve 4 months in jail, and then return to the Job Corps. A further condition was that he receive psychiatric treatment.

I am sure I reflect the consensus of the group in stating that the concept of the Job Corps and the philosophy which led to its establishment is laudable in every respect. Such provides an opportunity for underprivileged youth to be trained for work and obtain necessary education. We think it is obvious that a group of young people in the 16 to 21 age bracket, most of whom are lacking in education and in the opportunity to compete in our society, are perhaps the most highly impressionable group of persons who could be assembled. Many of them have already had minor brushes with the law. I cannot think of a greater tragedy than having such a group of young people exposed to what is obviously a vicious and mentally disturbed person. To compound the problem, such a person was placed in a position of authority and responsibility over these same highly impressionable corpsmen.

We feel from this incident can be drawn the obvious conclusion that the screening process of the Job Corps is at times, at least, a complete failure. We are informed that the officials at the local Job Corps camp are unable to, or have not determined how many if any, of their corpsmen are on a present active status of parole or probation from other States. The State board of corrections is reasonably positive that such situations exist and in conformance with the interstate compact, are desirous of being informed of the existence of parolees and probationers from other States who are presently residing within Idaho. We feel this is particularly necessary since we are informed that the Job Corps has no interest in the supervision of parolees or probationers.

We also feel it pertinent to point out that the officials of the State of Idaho concerned with supervising probationers and

parolees have had very fine cooperation with the armed services regarding such supervisory problems.

It is also the consensus of the group that the basic concept of a Job Corps, as announced to the public at large, was not to provide rehabilitation institutions for criminals. The public acceptance of the Job Corps locations was, we felt, based on the asserted purpose of the Job Corps as providing training and education for underprivileged young people who deserved an opportunity.

From my own personal standpoint, and while I may not reflect the consensus of the group, I must state that I am highly shocked and indignant at the use of Federal moneys to furnish legal counsel, bail, psychiatric evaluation and treatment, etc., to an accused, regardless of whether he be a Federal employee, State employee, or whatever.

As you know, our system of criminal justice in the State of Idaho, for many years has required the appointment of legal counsel for indigent defendants and the reports of our supreme court are replete with opinions stating that the failure to fully and fairly advise an accused of his right to legal counsel, and to furnish such counsel, constitutes the deprivation of constitutional rights. I seriously question the existence of any statutory authorization for such expenditure of Federal funds. Such certainly has never been the case in regard to armed services personnel and I can see no difference between the furnishing of counsel to a job corpsman, Federal employee, and the furnishing of legal counsel to a mailman, a U.S. attorney, an elevator operator in a post office building or a U.S. Senator, any one of whom could be charged with murder or an attempted murder.

We sincerely believe that these matters demand your attention and investigation, if the Job Corps is to continue to have the public confidence and carry out the very laudable program for which it was designed.

I should add that Mr. Kennedy some time ago, wrote to the Director of the program, Mr. Sargent Shriver, relative to the problems discussed herein, and has not, as yet, received the courtesy of a reply.

ALLAN G. SHEPARD,
Attorney General, State of Idaho.

EXCERPTS FROM THE OFFICE OF ECONOMIC OPPORTUNITY BULLETIN No. 66-40

It is Job Corps policy to provide legal services to corpsmen faced with criminal proceedings. The Job Corps is intensely interested in protection of the rights of corpsmen at all times from the moment they are en route to Job Corps conservation centers for initial assignments until they are discharged.

Attorney's fees shall be deducted from the corpsman's readjustment allowance at a rate of \$5 per hour for time expended in a judicial proceeding and \$3 per hour for time expended in office consultation and preparation. The total

amount thus deducted from the corpsman's readjustment allowance shall not exceed \$50 in any case. The difference between the corpsman's contribution to his legal defense payments and the actual fees of the attorney will be paid by Job Corps up to the limits of the Criminal Justice Act of 1964. Reasonably necessary expenses incurred by the attorney in handling the case will be reimbursed by the Job Corps, but will not be charged to the corpsman.

When a corpsman is faced with criminal proceedings, the center director should retain an attorney to represent him.

* * * * *

Provide the corpsman with the opportunity to select an attorney of his choice, and inform the corpsman that fees will be deducted from his readjustment allowance at the rate of \$5 per hour for time expended in a judicial proceeding and \$3 per hour for time expended in office consultation and preparation, up to the \$50 limit. If the corpsman refuses an attorney on this basis, the center director should attempt to have an attorney supplied by a local legal service organization or appointed by the court. In any case where a corpsman is faced with criminal proceedings, the center director should immediately notify Job Corps Operations Center by teletype.

Our concern for the future of the Job Corps and the safety of its enrollees mounts as tales of Job Corps terror increase. We are outraged to read the following newspaper account of what, sadly, appears to be the prevailing life of a corpsman:

[From the Leader, Corning, N.Y., May 9, 1966]

JOB CORPS MAN'S LETTER TO SISTER DIFFERS FROM ONE TO HIS MOTHER

By Cliff Towner

Statements made by a Job Corps man in a letter to his mother about how well he liked the Job Corps and how well he was being treated, apparently was merely an attempt on his part to allay his mother's fears.

Several weeks ago the Leader carried excerpts of a letter from Job Corps man, Ronald James Winchell, stationed at Fort Custer, Battle Creek, Mich., to his mother, Mrs. Muriel Snyder, of Beaver Dams, rural delivery 2.

At that time, the 19-year-old corpsman spoke of the good food and how it was "just like living at home."

Winchell also told his mother he hadn't "had a bit of trouble getting along with the fellows here at all."

However, this week, his mother brought to the Leader office another letter, one he recently wrote to his sister, Mrs. C. D. Jones, Jr., of 163 East Market Street, Corning, in which an entirely different story is outlined.

INJURY CONFIRMED

William Gifford, a member of Congressman Charles E. Goodell's staff in Washington, D.C., told the Leader today that he had confirmed Corpsman Winchell's finger injury.

Gifford said he put through two calls to Fort Custer and spoke to the doctor who said the records showed Winchell had reported to the dispensary on April 23 with a fractured left ring finger.

Camp officials said they did not know how the injury was received.

When Gifford put through the second call, the doctor said he had examined Winchell again and had ordered X-rays taken of the injured finger.

The letter, published with Mrs. Snyder's permission, follows:

"Well, I guess its about time I write you two a letter, wouldn't you say? Well, first of all I'll tell you what's really going on up here.

"Friday night I got into a fight and almost broke my collar-bone. I got thrown face first into one of the beams in the room and boy, did it ever hurt.

"I thought for sure that I broke it, but it feels all right now, thank God. After my finger, that's all I'd need.

"I've just about broken my finger a couple of times over again, but Saturday night really did it. I got in another fight and I had to use my left hand. I thought that really did it because I couldn't move it for the rest of the night.

"It's not easy fighting with one hand but I'm sure as hell going to fight back, no matter what happens.

"I don't think I'll ever be able to use that hand like I should. It just starts to heal up and then I have to use it to defend myself. Just about every night there's guys getting jumped and beat up just for the hell of it. Race riots don't help either, if you know what I mean.

"Sunday night one of the foreman's cars were set afire by corpsmen. They haven't found out [who] did it yet, but when they do I guess its 5 years for [whoever] did do it. A can of lighter fluid was found by the car. It burnt the insides all to hell.

"Some guys go to the show at night and most of the time some of them end up in the dispensary cut up, most of the time.

"About a month after I got here at Custer I had the first chance to [experience] having a knife pulled on me. It happened coming back to the camp from Battle Creek on the bus. I didn't have much to say about it at the time or I wouldn't be writing anybody anything.

"I didn't want to tell Mem any of this because you know how she would react. I'm telling you and Clive this because I think you'll understand what's happening.

"I found out that over 40 percent of all the guys that come in Job Corps leave because of what I'm telling you now. They're in for a few weeks and that's all it takes.

"Now, for instance, I'm sitting on my bed writing in a notebook. In the back of the binder I've got a [razor] blade stuck where no one can see it. Just waiting for someone to come fooling around. I don't mean by the kind of fooling around we did home. Its all together different. The blade does the trick just by showing it to your [opponent]. Well this isn't half of it, but I'll stop now."

Mrs. Snyder hasn't heard from her son for more than 2 weeks and expressed her concern for his safety after reading the above. Congressman Charles E. Goodell has been asked to investigate.

Recent disturbances at the Rodman Job Corps Center, located on the outskirts of New Bedford, Mass., we feel, emphasize the need for careful screening of enrollees and more adequate security protection at the Job Corps centers:

Terror in the streets

For several months, residents of the south end of New Bedford, Mass., have complained to civil and Job Corps center authorities that the discipline and control of enrollees at the Rodman Men's Job Corps Center was extremely lax. A near riot at the center late last summer and several instances of violence at the center and in New Bedford during recent weeks resulted in a nervous and tense situation in New Bedford.

The following was reported by members of the New Bedford Police Department:

On Saturday night, May 21, 1966, a crowd of approximately 150 Job Corpsmen gathered at about 10 p.m. and began a march to free a fellow Corps man who had been arrested earlier in the day and charged with wielding a knife. Two single-manned New Bedford Police cars attempted to intercept the crowd who were armed with pipes, bedposts, umbrella sticks, and stones. For nearly 2 hours, the mob terrorized the neighbors who resided in south New Bedford near the Job Corps center. It was reported some of the New Bedford citizens sat in their bedroom windows armed with shotguns and .22 caliber rifles. Men were afraid to leave their homes to report to work for the night shift. Job Corps men rapped on houses with clubs and looked in the windows of residents' homes.

Approximately 35 police from 2 shifts reported to the emergency. The Job Corps men were persuaded to return to the center about midnight. They continued to shout obscenities at the police and hurl rocks at the patrol cars. One policeman reported a shot fired at the patrol car from behind the center fence. A Molotov cocktail-type bomb was recovered by the police, together with a variety of clubs, pipes, and umbrella sticks. 1

In the absence of security and in view of the limited police personnel, many considered New Bedford fortunate that there were no physical injuries reported and a minimum of property damage. The police who reported to the scene first feared they would not be able to handle the emergency.

The New Bedford, Mass., City Council acted swiftly. At a special meeting Monday, May 23, the following resolution was passed by unanimous vote of the council:

“NEW BEDFORD CITY COUNCIL

“Whereas it is quite apparent that Job Corps facilities have no place in urban communities, particularly one the size of New Bedford, since such cities are unable because of a lack of manpower, both police and fire, to deal with resulting problems; and

“Whereas despite the fact that we are unqualifiedly in agreement that the basic idea is meritorious, experience shows that improper location detract from the chosen goals; and

“Whereas the people living in the south end of New Bedford have had their peace of mind shattered and they have been put into a state of fear that is alien to this staid New England seaport; and

“Whereas the populace, with few exceptions, demand that the center be moved away from New Bedford immediately; and

“Whereas the city is actually menaced by hordes of undisciplined youths and it will not be long before it is reduced to a state of hysteria; and

“Whereas President Lyndon Johnson should be advised of this defect in his system of living laboratories: Therefore be it

Resolved, That the President of the United States be and he is hereby respectfully implored to close down the Rodman Job Corps and to move its facilities to a rural area away from this city; and be it further

“Resolved, That a copy hereof be mailed as evidence of our sentiments to President Johnson.

Rollcall vote of the New Bedford City Council: 11 yeas; no nays; vote recorded unanimous.

Based on these and other authoritative accounts of the way in which Job Corps camps are being administered, we would concur with a Federal judge who recently returned a 17-year-old Job Corps trainee to a Federal correctional institution for juveniles rather than return him to the Job Corps, because as he expressed it,

I’m concerned about the discipline at the Job Corps. We are dealing with a sensitive situation and if we let this sort of thing go on (marihuana at the center) we don’t know to what proportions it might grow. I think the National Training School will provide a better atmosphere for you.

We cannot allow such atrocities to continue. We insist that arrest records of all Job Corps applicants be checked and that practical and reasonable disciplinary measures be imposed at the camps. The Republican views on this subject are in complete agreement with those of the Democratic leader in the Senate as expressed by him on the Senate floor on Wednesday, April 27, 1966. Senator Mansfield’s comments are set out in the following Republican poverty memo:

[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 22, May 2, 1966]

SENATOR MANSFIELD ON THE JOB CORPS

Republicans proposed experimental Job Corps camps 3 years before the poverty program. We believe in the concept, but we do not believe in the Job Corps program we have today.

Each time we advance specific criticism, the broken record response from poverty officials and their spokesmen in Congress is, "Oh, that's an isolated case and they are just trying to destroy the Job Corps program."

They ignore the almost endless evidence of poor administration, protection rackets, Corps men forced to live with pipes under their pillows, lack of discipline in camps, and lack of planning for jobs outside of the camp—these conditions seem to prevail across the country.

In the past we have exposed serious faults in the selection and screening of corpsmen, but the mass-production psychology prevails. Earlier this year, we cited the case of a Montana corpsman who shot a lady in a Billings bar. Thereafter, he was not only retained in Camp Breckinridge, Ky., but flown with a guard back and forth from Kentucky to Montana several times at taxpayers' expense to attend court proceedings in Billings.

This is not a partisan issue. At the time this incident occurred, Senator Lee Metcalf, Democrat, of Montana, said, "The idea of the Job Corps in my opinion is a great idea but this incident is wrong and really burns me up. These drop-outs and malcontents are being coddled and complimented for their derogatory behavior."

We had hoped our protests and warnings would be the end of this continuing story of shortsighted administration. Now the Democratic leader in the Senate, Senator Mansfield, of Montana, has revealed that this regrettable story continues. Here are Senator Mansfield's own words spoken from the Senate floor on Wednesday, April 27, 1966:

"Mr. President, one of the major programs within the administration's antipoverty program is the Job Corps. It is my understanding that the program is designed to take youngsters from unfortunate surroundings and expose them to education, training, and guidance, preparing them for a more worthwhile role in our society. The program takes these people from their home environment and places them in camps throughout the country. There are now three Job Corps camps in my State of Montana.

"The basic idea of the Job Corps is fine, but I have become somewhat concerned about its implementation, the screening process used in filling the camps and overall inadequacies in the administration of the program. First of all, it seems to me that everyone was in too big a hurry to get the first camps operating, too little time was given to the screening of Job Corps applicants. There is a need to be more selective. There are many who can be helped and who are willing to be helped. These camps should be limited to those who have

given some indication that they want to be helped and are willing to try. It was not my intention to support the establishment of three reformatories in my State. There have, as yet, been no major incidents at any of the Montana camps.

"I do not like admonishing the Job Corps but an incident has occurred in Montana which illustrates my cause for concern. Some months ago a juvenile in Billings with a most unfortunate background was selected for the Job Corps. However, before he could be transported to his camp in the Midwest, he was involved in a barroom brawl and shot a patron. His defense was immediately taken over by the Job Corps officials, he was then taken to the camp and returned to Billings, when required by the courts. He was given better counseling, care, and attention than the average individual. Within the past week or so he escaped from camp with a colleague, stole a car and in Indiana was involved in a car accident taking the lives of two people and hospitalizing others in critical condition, including himself.

"I am well aware that there can be bad apples in every program, but it seems to me that there is something wrong. Perhaps it is a matter of lack of know-how and inefficiency on the part of the administrative Job Corps personnel involved. They and those enrolled in the program should have been more selective in the very beginning. Certainly a man with a criminal charge against him should be kept under very close surveillance. Also there is a grave question as to any value this program might be to a person of this nature. The individual involved was given treatment and protection above and beyond that allowed the average citizen, only to have it thrown back at us with more criminal action.

"I do not like speaking in this vein, but I cannot stress too strongly the need for a more careful selection of Job Corps men and an insistence upon efficient and capable administrative and guidance personnel."

It is time Congress imposed some sensible standards on Job Corps administration. Our opportunity crusade, offered as a complete substitute for the war on poverty, in the form of H.R. 13378, would impose careful screening and enrollment procedures.

The desire of OEO for dramatic results could well cause another serious problem at the expense of corpsmen. As tales of Job Corps terror rise, enrollees drop out and new camps open at rising expense, a critical shortage of potential enrollees has developed. How has OEO responded to this problem? They have launched a series of hasty recruitment campaigns, the implications of which are described in the following Republican poverty memo:

[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 19,
Apr. 26, 1966]

WHO IS THE "WRONG-WAY CORRIGAN" AT OEO?

The Job Corps has been under fire for its superficial and inadequate testing, evaluation, and screening of applicants. It is the conviction of many of us that, at an average cost in excess of \$9,120 per enrollee, assignment to a Job Corps camp should be based upon careful professional evaluation.

While constructive critics have been urging Job Corps officials to tighten up recruitment procedures, Job Corps officials have launched a series of new and experimental procedures that might well be called blind man's buff.

All of the recruitment gimmicks have the purpose of speeding up the processing time and funneling applicants into Job Corps camps on a crash basis. One experiment, designed to enroll roughly 3,700 applicants, has been the waiver of the Medical examination of applicants between April 14 and May 7.

As one recruitment announcement advertised, those who apply prior to May 7 "will not need a physical examination if they are in good health." How does OEO intend to determine an applicant's health unless he has been examined by a physician?

Other recruitment programs guarantee that Job Corps applicants will be sent to a camp within 24 hours after signing up, 3 days after signing up, 5 days after signing up, or 10 days after signing up. Whether the process takes 24 hours or 10 days seems to be determined by the area of the country the applicant comes from.

How are these high-powered public relations devices going to improve the haphazard screening procedures that have caused so many problems in Job Corps camps? How are criminal records to be determined and analyzed for proper applicant assignment? How are epidemics of communicable diseases to be avoided at Job Corps centers? Why the assembly-line, supermarket approach at this stage?

Poverty officials earlier indicated they had 152,000 applicants for the Job Corps and couldn't take care of them all. The 435,000 "Li'l Abner" comic books, designed to stimulate Job Corps applications, are gathering dust in a warehouse at taxpayer's expense. One of the reasons given for shelving the comic book approach was a backlog of Job Corps applicants. With a backlog of applicants, OEO launches a series of all-out recruitment programs. The poverty question of the day is, "Who is the 'Wrong Way Corrigan' at OEO?"

THE SPUTTERING JOB CORPS

The results of the hasty launching of the Job Corps programs show a number of centers are shifting management. During recent weeks, the Office of Economic Opportunity announced sponsors at the following will be replaced: St. Petersburg (Fla.) Women's Job Corps Center; Camp Atter-

bury Job Corps Center, Edinburg, Ind.; and Camp Breckinridge Job Corps Center, Morganfield, Ky.

In St. Petersburg, Fla., the Pinellas County School Board has voted not to renew its contract when it expires July 31, 1966. The following Republican poverty memo relates the sequence of events leading to OEO's decision to abandon St. Petersburg when the current contract expires:

[Republican Members Poverty Subcommittee, Republican Poverty Memo No. 25,
May 13, 1966]

ROCKING CHAIR VERSUS ROCK AND ROLL OR COMMUNITY RELATION ATROCITIES IN ST. PETERSBURG, FLA.

A first requirement in successful operation of a Job Corps center is good community relations. In St. Petersburg, Fla., Job Corps officials have acted out a textbook version of how not to promote good community relations. In April 1965 they opened a Women's Job Corps Center in the Hotel Huntington in a quiet area surrounded by residential dwellings for retired people. The rental of the Hotel Huntington for 18 months totaled more than its appraised value. Community resistance and resentment were overwhelming. At the time, an OEO spokesman, referring to Women's Job Corps centers, said, "The St. Petersburg Center is the first. If any mistakes have been made, the responsibility is mine and I will learn from them."

After 1 year, OEO had graduated 42 enrollees from the St. Petersburg Center at a cost of \$1,646,601, averaging \$39,205 per graduate. The monthly cost of the St. Petersburg facilities is by far the highest of any Women's Job Corps Center in the country.

Training and classroom facilities were spread over four separate locations in St. Petersburg, and the Pinellas County School Board, the Center's sponsor, has been locked in continuous struggle and controversy with OEO, causing them now to terminate their contract.

Having blundered so disastrously in their selection of the Huntington site and in promoting good community relations in this first Job Corps operation, OEO has now demonstrated their "new look" in community relations and demonstrated how they have learned from past mistakes. On May 4, with great gusto, OEO announced the Center will be moved to the old luxury Soreno Hotel under a 14-month contract for \$3.1 million. Amazed local officials lost no time in reacting. On May 10, the St. Petersburg City Council passed an ordinance precluding the use of the Soreno Hotel for a Job Corps Center. On May 11, the school board refused to extend the current contract for use of school facilities. Protests rose from every corner, including community businessmen and planners who found the Job Corps location in direct contradiction of redevelopment and rehabilitation plans for that area of the city. The Governor has indicated he will try to veto the project.

It would appear that Job Corps officials have leaped from the frying pan into the fire, and they owe Congress and the people of St. Petersburg some explanations:

(1) Did any community officials agree to the Soreno Hotel location before it was announced?

(2) Could the dreamers at OEO come up with any location that would cause more community disruption in St. Petersburg?

(3) What possible basis did they have for selecting a community like St. Petersburg for a Job Corps site in the first place?

(4) What accounts for the apparent obsession at OEO to rejuvenate old hotels in unsuitable locations?

(5) Under present policies can they hold out any hope to the American taxpayers that they will ever get their cost per Job Corps graduate down to as low as \$20,000, without counting dropouts as graduates?

We are particularly affronted by Job Corps bungling because of our longtime sponsorship of the Job Corps approach. Three years before the war on poverty, we proposed experimental skill centers for young people who need to be liberated from their immediate environment in order to respond to educational training. The Education and Labor Committee this week has rejected summarily a whole series of Republican amendments to tighten up Job Corps procedures and to counter the mass production psychology that still seems to prevail at OEO.

Our 100-page "Opportunity Crusade," as a complete substitute for the poverty war, would require proper planning, consultation with local officials, and sensible economic management. It would direct Job Corps officials by specific provision of law to "stimulate formation of indigenous community activity in areas surrounding Job Corps centers to provide a friendly and adequate reception of enrollees in community life."

When OEO announced the change of sponsor on May 4, 1966, a spokesman stated the Pinellas County School Board decided not to seek renewal of its contract because of the administrative burden. On May 13, 1966, Sargent Shriver, OEO's Director, announced the Job Corps was being removed from St. Petersburg, Fla., because of the hostility shown to the Job Corps Center and the enrollees.

At Camp Atterbury, Ind., OEO has decided not to renew the Job Corps contract with Midwest Education Foundation, Inc. Westinghouse Electric Co. was scheduled to take over the operation on June 1, 1966. Critics of the Atterbury program termed it a "sad, sad failure."

On March 10, 1966, OEO announced the Breckinridge (Ky.), Job Corps Center would be run by General Precision Equipment, Inc. A spokesman for OEO said the contract would not be renewed because the Center operation was too much of an administrative burden for Southern Illinois University.

On March 8, 1966, at the hearings before the Ad Hoc Subcommittee on the War on Poverty, Sargent Shriver, OEO's Director, testified steps had been undertaken to change the contractor at Breckinridge.

He acknowledged there were 624 corpsmen, although the contract called for 2,000, and 569 staff members in the Center. It is difficult to explain a situation like Breekinridge when thousands of applicants are waiting to fill Job Corps slots.

It is apparent the Job Corps program is floundering. It is the Republican view that OEO has had ample opportunity to demonstrate its ability to administer a productive, worthwhile Job Corps. In the opinion of the minority, OEO has failed more noticeably in this area than in any other single antipoverty program.

WORK TRAINING?

Republicans recognize the vast potential of a Neighborhood Youth Corps program to deal with the acute, widespread problem of school dropouts and the tremendous waste of manpower resulting from the idleness of large numbers of our youths.

A soundly conceived, properly administered Neighborhood Youth Corps would do much to alleviate the problem of training youths for meaningful employment and prepare them for productive futures. To date, there is little evidence the Neighborhood Youth Corps program has accomplished these objectives. On the contrary, newspaper accounts report endless examples of dishonesty, kickbacks, political patronage, enrollment of fictitious persons, displacement of the elderly by Neighborhood Youth Corps enrollees, and gross disregard of eligibility standards.

It is a common complaint of enrollees that their "training" consists of streetsweeping, picking up park litter, leaf raking and other forms of meaningless employment. The failure of this "work training" program, as it was originally designated, and since forgotten, is pointed up by the complaint of one young corpsman: "When the money is spent and the program is ended we'll be right back where we were before the Neighborhood Youth Corps."

We feel that the Neighborhood Youth Corps program has failed to accomplish its objective of providing useful work experience and enabling impoverished to resume their education for the following reasons:

1. The failure of OEO to communicate with local sponsors in regard to eligibility standards and criteria resulted in substantial numbers of ineligible enrollees in the program thus depriving the very needy and hard-core poor of participation.
2. A lack of attention to administration and inspection of programs has permitted corruption, scandals, and abuses to occur.
3. Failure to include private industry in the program has severely limited the occupations available and has provided little opportunity to train youths in skills required for productive and permanent jobs.

The following are some nationwide illustrations of what has happened in the Neighborhood Youth Corps program:

Chicago, Ill.

[From Republican Members, Poverty Subcommittee, Republican Poverty Memo, No. 1, Tuesday, Mar. 15, 1966]

Hearings are now underway on the poverty program.

Last week, Mr. Shriver testified rather superficially on a variety of issues. Among other things, in his prepared testi-

mony, he made the incredible statement that, "Since last summer fewer than 50 ineligibles have been discovered in the Neighborhood Youth Corps." The very next day, Secretary Wirtz contradicted Mr. Shriver by admitting that at least 5,000 to 6,000 enrollees in the Neighborhood Youth Corps have been found ineligible and dropped since last summer; 1,700 were dropped in Chicago alone since January 1. Now they are saying that these are welfare cases, barely exceeding the strict poverty standards. Well, a quick spot check of widely dispersed records in Chicago gives quite a different picture. Although arbitrary handling of the hearings prevented me from questioning Mr. Shriver on these, here are some samples. I have removed the names of the enrollees to spare them embarrassment; however, they are available to officials who may be interested:

Male enrollee—17, family of four, father head of household, income \$11,000 a year.

Male enrollee—19, family of five, father head of household, income \$10,200 a year.

Female enrollee—19, family of two (housewife with no children), husband head of household, income \$5,000-plus a year.

Female enrollee—18, family of three (an only child), father and mother both work, earn jointly \$150 per week.

Female enrollee—20, family of three (an only child), father head of household, income \$7,500 a year.

Male enrollee—17, family of six, father head of household, income \$7,000-plus a year.

Male enrollee—19, family of five, grandfather head of household, income \$7,000-plus a year.

Male enrollee—18, family of six, father and mother both work, earn jointly \$500 a month.

Male enrollee—20, family of five, father head of household, income \$5,400 a year.

This is the program supposed to help poor youngsters who are school dropouts or likely dropouts for reasons of poverty. Obviously, a full investigation would reveal many times more than Mr. Shriver's 50 ineligibles in Chicago alone. And no wonder. Last November the public relations representative for the Chicago poverty program stated, "We don't know what the families of kids make. No straight flat figure on what an applicant family should make has been set. We have no statistics on incomes of the families of the kids in the Corps. We assume that, when we receive a name from the Illinois State Employment Service, the candidate named is qualified."

At that time, the executive director of the Chicago program was quoted as follows: "It is absolutely correct that, until today, no means test was given in recruiting."

Almost one-quarter of the total enrollees in Neighborhood Youth Corps in Chicago had to be dropped because they exceeded the income requirement. At the same time, the poverty director in Chicago admits that there are at least 35,000, and others estimate up to 60,000, young people between the ages of 16 and 22 in Chicago who fully meet the

poverty standards for Neighborhood Youth Corps but weren't given a chance.

These are not isolated cases; they prevail all over the country. In addition to the 1,700 dropped in Chicago, Mr. Jack Howard, Director of the Neighborhood Youth Corps, admitted that about 2,000 in New York City and at least 1,000 in Los Angeles were ineligible. That is close to 5,000 ineligibles from 3 cities alone.

In the next few days, we will discuss other serious violations in the poverty program in Chicago. In the meanwhile, let me emphasize that the Quie-Goodell opportunity crusade would correct these deficiencies and put 50,000 youngsters into productive jobs in private enterprise through a new Industry Youth Corps.

Boston, Mass.

In November 1965, the Boston (Mass.) Traveler discovered and exposed thefts, employment of ineligibles and other irregularities in Boston's Neighborhood Youth Corps projects. The thefts perpetrated by falsified payrolls and forged checks were in the summer work program for Boston's youths. According to the Boston Traveler, November 30, 1965, additional payroll thefts of \$2,000 were uncovered along with fresh evidence that city hall henchmen were picking off plum jobs in the program.

On December 3, 1965, the Washington Post reported the Labor Department was holding up \$1.5 million in a pending renewal grant to the Neighborhood Youth Corps in Boston.

On November 29, 1965, the board of directors, Action for Boston Community Development, Inc., the community action agency which ran Boston's Neighborhood Youth Corps program, accepted the resignation of the president, Charles I. Schottland.

On December 29, 1965, the Boston Herald reported Joseph S. Slavet, executive director, ABCD, resigned and Arnold L. Schuchter, deputy director, was fired by unanimous vote of the board of directors.

In March 1966, Mr. Schuchter advised an investigator of the ad hoc Subcommittee on the War on Poverty that he was working for the Office of Economic Opportunity on a consultant basis.

The March 3, 1966, edition of the Boston (Mass.) Record American reported the FBI, OEO, and the U.S. Labor Department were investigating new evidence of financial irregularities involving youths employed in ABCD's summer programs. It was reported an ABCD official admitted the agency had been unable to locate some 200 youths listed as employees and for whom W-2 income tax forms had been issued. Some youths had complained they received W-2 forms showing more income than they actually received.

By letter dated May 16, 1966, J. Edgar Hoover, Director, Federal Bureau of Investigation, advised Congressman Charles E. Goodell the FBI had completed an investigation of allegations of payroll irregularities in connection with ABCD's program and that prosecutive action with regard to six potential subjects, five employees and one enrollee of the program, is presently under consideration by the U.S. attorney, Boston, Mass.

Memphis, Tenn.

In June 1965, 20 youths who made a weekly salary of \$31.25 participating in the Neighborhood Youth Corps project were forced

to "kick back" \$25 each from their salaries for the hiring of an unauthorized supervisor. One mother said her 16-year-old son came home almost in tears because the supervisor had been worrying him about the money.

Chattanooga, Tenn.

In April of this year, the Federal Bureau of Investigation instituted an investigation of the Neighborhood Youth Corps program on the basis of complaints from three enrollees who complained they never received and hadn't earned five checks issued in their names for a total of \$460.

Rhode Island

Irregularities in eight Neighborhood Youth Corps projects in Rhode Island were disclosed in the fall of 1965.

In Cranston, 42 of 248 enrollees were ineligible; in Newport, 47 ineligibles of 370; in North Providence, 47 of 80; in Jamestown, 36 of 75; in Johnston, 39 of 91; in Central Falls, 52 ineligibles; in Burrville the program was suspended because of "poor administrative practices"; and in Warwick, personnel allegedly working full time for the Neighborhood Youth Corps continued in their municipal jobs—the salaries for those jobs were then paid from Neighborhood Youth Corps funds.

Providence, R.I., newspapers reported the following:

In the Jamestown project the average income of the families of enrollees was \$6,000 to \$7,000 and seven enrollees were paid to give sailing lessons.

In the Johnston program 10 of the youths were college students and the parents of 73 owned at least 58 homes and 113 motor vehicles.

In the Cranston program, 3 parents were making over \$9,500 a year and 10 parents were in the \$5,300–\$6,300 range. Some of the city councilmen were allowed from 5 to 10 referrals each.

In the Newport-Middletown program, eight were students in college and the director of the program, at \$8,000 a year, was the mayor of the city.

Kansas City, Kans.

In October 1965, wide-scale discrepancies in the Kansas City, Kans., Neighborhood Youth Corps program resulted in the city refunding \$7,122.27.

The Kansas City Times, October 29, 1965, reported the investigation was precipitated by Noel Newsom, a discharged assistant counselor, who charged that politics was responsible for the hiring of many youths.

More than 70 youths in the program came from families whose income was higher than the criterion for the poverty program.

According to Charles W. Peasinger, Jr., OEO investigator, among those given jobs in the program were a youth who drove a 1965 Thunderbird to classes at the University of Kansas, a girl whose father owned both a service station and a liquor store, and the stepson of Joseph G. Poigner, chairman of the Wyandotte County Democratic Party.

New York, N.Y.

In November 1965, a Neighborhood Youth Corps directive ordering that Federal low-income eligibility standards be observed caused New York City to drop about 2,000 of 5,000 youths from its program.

Los Angeles, Calif.

In January 1966, approximately 2,000 youths were removed from Neighborhood Youth Corps jobs because they did not meet the Federal income criteria.

Pasadena, Tex.

On April 25, 1966, the Houston Post reported the city of Pasadena, Tex., sponsored Neighborhood Youth Corps project for 80 boys and 10 girls was "one of the worst fiascoes in the history of the Neighborhood Youth Corps in Texas."

The Pasadena project was not started until July 20, 12 days after the Neighborhood Youth Corps published the poverty level standards.

"We had no definite guidelines from the Federal Government as to who should be enrolled," the Houston Post quoted Mayor Doyal.

"We didn't understand the Youth Corps to be strictly a poor-folks program," said the chairman of the selection committee. "Our determination of who should be picked first was not strictly on the basis of poverty. We felt there could be kinds of poverty other than material poverty, that perhaps some needed jobs for spiritual or other reasons."

In many cases, the corpsmen's parents said their children's participation was not because of economic need. Most parents said they did not understand the program was for helping only the poor.

One 17-year-old was the son of working parents, his mother a city of Pasadena secretary and his father an operator for a big chemical company, both working. The mother was Mayor Doyal's secretary for about a month soon after he took office in May 1965, but she said she pulled no strings to get her son in the corps.

The Houston Post reported John Ray Harrison, director of the Youth Corps project, and a member of the Texas House of Representatives, is a former law partner of Mayor Doyal. Doyal said he hired Harrison as director, at \$180 a week paid from Federal funds, because he could find nobody else appropriate for the job at that time. Harrison is a former youth counselor for the Pasadena police and schools. He resigned as Youth Corps director September 25, before the program ended.

Harrison "did us a favor" in taking the job, Doyal said.

How much of a favor was not fully apparent until after the Post reporter began checking into the project on February 3.

Baker said that about February 8, Harrison brought back the W-2 tax withholding form he had received from the city and asked that the city stop payment on the checks totaling \$1,552.34 (after taxes) he had received back at the time of his Youth Corps service.

Harrison, now a candidate for the State senate, later said he had never intended to cash the checks "because I didn't want to get myself in a political box."

It just so happened that he asked the city to stop payment on them in February, months after he received them, "because that was just when the W-2 forms came out, and I wasn't going to pay taxes on them," he said.

La Grange, Tex.

The April 26, 1966, edition of the Houston, Tex. Post reported 71 of 186 enrollees in the La Grange, Tex., Neighborhood Youth Corps project in November 1966, because their family income exceeded the family income standards.

Bellevue, Nebr.

The October 29, 1965, edition of the Des Moines, Iowa, Register contained details of the cancellation of the Neighborhood Youth Corps project in Bellevue, Nebr., after investigators reported 90 percent of the youths enrolled were not from low-income families.

It was reported that, in an interview, the Youth Corps investigator said that only 10 of 153 youths in the program came from families with less than \$4,000 a year income. He said 82 of the youths reported their families earned in excess of \$6,000 a year and it was obvious that many of the youths were from families with more than \$10,000 income. He said the parents included several Air Force colonels and engineers.

The Bellevue project started in March 1965 and was canceled in May of that year, officials said.

Wilmington, Del.

In the summer of 1965, the Wilmington News-Journal investigated the Wilmington, Del., Neighborhood Youth Corps project and discovered that:

At least 18 boys in the corps—about a fifth of the total—were close relatives of employees on the public payroll or Government officials.

At least 15 of those are relatives of Wilmington city employes or officials.

Other enrollees among the 89 youths resided in the so-called "better" neighborhoods.

Johnstown, Pa.

In December 1965, investigators of the Subcommittee on the War on Poverty reported four elderly charwomen had been displaced by Neighborhood Youth Corps youths at the Cambria County War Memorial, Johnstown, Pa., during the period June to November 1965. One of the elderly ladies was the sole support of her family which included a 21-year-old retarded child.

Carlinville, Ill.

On October 22, 1965, Hon. Paul Findley, in his remarks on the floor of the House, referred to the October 12 issue of the Wall Street Journal as follows:

POLITICAL IMPRINT ON YOUTH CORPS

(By Jerry Landauer)

CARLINVILLE, ILL.—When Sargent Shriver's antipoverty program descended on southern Illinois one Friday afternoon, certain townfolk in Macoupin County could hardly contain their joy. "I thought it was too good to be true for a thing like that just to drop in on us," recalls Walter Vesper,

a Democratic ward leader who makes his living checking eggs and produce for the State department of agriculture.

In Staunton, Mr. Vesper and several more Democratic colleagues unhesitatingly enlisted as local lieutenants in the national antipoverty crusade. With an efficiency that big-city machines might envy, the small-town politicians worked the phones that weekend. By 9 o'clock Monday morning more than a score of young men and women aged 16 to 21 were lined up outside the city clerk's office and by late afternoon close to 40 had signed up for the Neighborhood Youth Corps.

"Not one Republican family around here knew anything about it until after the kids were enrolled," says Roy France, former mayor and voluntary supervisor of the Staunton NYC project, who later quit in disgust. "I'd say probably not more than five kids were really poor. While the wealthy kids were working, many who didn't have decent clothes to go to town in came to me crying. It was a rotten, corrupt political deal."

Here at the county seat, the joy generated by the NYC matched the cheers it received in Staunton. Skipping church on Sunday, Carlinville's five Democratic precinct leaders gathered around the council table in city hall to deliberate. In meetings convened for 10 a.m., 2 p.m., 5:30 p.m., and 8 p.m., the leaders lined up enrollees. "By Sunday night we had 27 boys and 10 girls," Mayor Howard Heinz recalls.

Lanky Mayor Heinz, a furniture dealer, hadn't even been aware that Macoupin County would participate in the Youth Corps part of the poverty program until an emissary appeared in his store at 5 p.m. the previous Friday to tell him. "It was a purely Federal expenditure going down the hatch anyway, so I took it," the mayor explains.

"The kids were supposed to start work Monday morning. I asked, 'How can we organize this thing so fast?' and this fellow said not to worry. That had been taken care of, he told me." Next day Carlinville's Democratic chief called to suggest the Sunday meetings.

GUIDELINES NOT CONSULTED

But though Carlinville's Democrats organized the Corps without help from county or State welfare agencies (the county public aid director wasn't even asked to provide a list of potential enrollees) and without consulting Washington's selection guidelines, the youth project rolled along fairly well for a time.

The youngsters helped stack books at the library, supervised children in the park, cleaned up parts of the city cemetery, pulled grass from sidewalk cracks, and cut away underbrush near the lake. They were paid \$40 for a 32-hour week.

Some problems did crop up. One boy who terrorized other brush cutters with a machete-like knife had to be removed for psychiatric examination. John Dun, veteran

Democratic leader of the third ward, tried to fire a second boy whose parents he believed might be Republicans.

Nonetheless, many townsfolk say that, to some extent, at least, Washington's goal of providing useful work experience for needy kids was met. Naturally Democratic politicians lead what chorus of praise is heard for the Corps' accomplishments.

"These kids did things that have never been done in this town before," asserts Robert (Sonny) Albertine, one of the five precinct leaders who attended the Sunday selection sessions. Mr. Albertine, who draws \$748 monthly as chief plumber at the statehouse in Springfield, a post to which he was appointed by the secretary of state, particularly resents complaints that his 17-year-old stepson was among the youths who found work in the Neighborhood Youth Corps.

"He comes from a broken home, don't he?" Sonny demands. "Believe me, that kid came home from work with blisters on his hands. Anyway, to the victors goes the spoils, you know what I mean?"

A VOLLEY OF PROTEST LETTERS

The appearance of the stepson's name on the list of recruits published by one of the town's two weekly newspapers was among the events that inflamed the critics. Others wondered how a girl member of the Corps could afford to drive to her playground supervisor job in a sporty red convertible (a gift from her grandfather). Charles F. Wolf, a bacteriologist, began firing off a volley of protest letters to Washington; there, the Labor Department operates the NYC under Sargent Shriver's generalship.

Mr. Wolf's complaints drew a rather prompt response. Sargent Shriver's headquarters dispatched an inspector, and within a few days 83 corpsmen in the county were dropped as ineligible. But that still left Macoupin holding 186 of the 900 jobs filled in all Illinois beyond Chicago. "We didn't fool around down here," brags County Democratic Leader Edgar Fuess, recalling that of the first 600 jobs, Macoupin hogged half. Mr. Fuess is on the State payroll as a truck weight checker.

Spokesmen for the Illinois Farmers Union, the statewide project sponsor, say politics infiltrated the Youth Corps as a byproduct of well-intentioned haste to get it going. "The thing did get away from us," concedes Ray Watson, Farmers Union president. "But as soon as we found something wrong we got cracking."

Critics, however, pointing to the Farmers Union's close ties with Illinois Democrats, question the wisdom of delegating responsibility for any part of the antipoverty program to organizations which are necessarily involved in local or State politics.

Democratic Boss Fuess, for example, is a Farmers Union member. He readily concedes that the group's county presi-

dent asked him to help organize the Youth Corps. "Naturally I helped all I could."

Right now the local Democrats are waiting hopefully for more Federal money to finance a followup project of part-time work for youngsters who otherwise couldn't stay in school. Few politicians who greeted the Youth Corps with sign-up pencils poised seem chastened.

"There was only one mistake in the whole business," concludes Carlinville's Sonny Albertine, "that was when Washington paid attention to a bunch of grippers."

"COMMUNITY ACTION—A HOMETOWN FIGHT"

Republicans view the community action program as the most confused, mismanaged, and ineffective effort of the entire war-on-poverty program. An early pamphlet published by the Office of Economic Opportunity, entitled "Community Action—A Hometown Fight," turned out to be ironically true. During the year of 1965, community action programs across the country were bogged down in a variety of perplexing situations, including problems of composition of boards of directors, power structure versus the poor, lack of involvement of the poor at all levels, fiscal irresponsibility and chicanery, and generally clogged communication lines between OEO and the various community action programs.

Very early in the program, it was apparent to all that the first beneficiaries of the war on poverty were to be those serving in the upper echelons of the community action staffs. Social workers, schoolteachers, welfare administrators, and political favorites vaulted into war-on-poverty programs at handsome salaries ranging from \$10,000 to \$27,500 per year while the poor stood by, stunned by developments in a program supposedly designed for them.

The newspapers carried daily accounts of programs mired in struggles between community power structures and the poor for control of programs and poverty funds.

Numerous scandals were reported in community action programs involving fiscal dishonesty, waste, mismanagement, and abuse of funds.

Community leaders and clergymen, who for years had worked with and for the poor, watched with increasing surprise and anger at the course the war on poverty was taking. Civil rights leaders, almost without exception, noted the antipoverty community action programs were not "reaching the poor."

Republicans believe the community action program has failed to achieve noticeable reduction of the problems of the poor and that it has failed in the following areas:

Involvement of the poor

The language "maximum feasible participation" of the poor in the Economic Opportunity Act has resulted in mass confusion and a multitude of interpretations. Some communities interpreted this provision to mean the poor should be represented on policymaking boards at all levels, while other communities felt it meant the poor should be hired simply as agents for policies decreed by the existing political and economic power structures.

For months, funds were held up for community action programs in the following cities, notable among numerous examples, because the boards of directors did not include sufficient representation of the poor:

Los Angeles, Calif.
Cleveland, Ohio
Memphis, Tenn.
San Antonio, Tex.

St. Louis, Mo.
Atlanta, Ga.
Albany, N.Y.
Mobile, Ala.

As programs approach the end of their second year, the political power structures in Chicago, Ill., and Oakland, Calif., continue to designate those to serve on policy boards and the community action agency heads persist in their view that the poor need not participate at the policy-making level. In Chicago, the director of the community action agency and the original Executive Committee were appointed by the mayor. The director, in turn, appointed the various neighborhood centers' directors and they chose their advisory councils and representatives to the executive committee.

As recently as March of this year, three-quarters of the community action agency's council in Oakland, Calif., elected from impoverished areas of the city, walked out on the council. They charged that the Oakland program neither represented nor served the poor in Oakland. They wired the Director of the Office of Economic Opportunity, calling for an investigation and threatened to set up a rival independent antipoverty program.

Why does OEO insist on formulas of representation for community action programs in some cities and let other cities like Oakland and Chicago blatantly dodge compliance?

For the past 2 years, Republicans on the ad hoc Subcommittee on the War on Poverty have offered amendments to the Economic Opportunity Act which would assure adequate representation of the poor on local community action boards. The vital element in converting the antipoverty program into something different than another tired, welfare-dole approach is genuine involvement of the poor. The poor in urban areas are restless and angry. As the great expectations of the ballyhooed Economic Opportunity Act are increasingly frustrated, the poor are going to become more cynical and negative in their actions.

The Republicans feel that, without genuine representation of, and participation by, the poor, the antipoverty program will fail. We feel sincere involvement of the poor can accomplish the following:

1. It can help motivate the average poor person to help himself out of the rut of poverty.
2. It can teach people to be responsible by giving them responsibility.
3. It can help meet the desperate need for a two-way communication between the poor and the rest of society across the smug curtain of tradition and rigid welfarism. No one knows the problems of the poor better than the poor themselves.
4. Having their own people at the policy level, and an organization down through target area boards to neighborhood groups, will bring a glimmer of hope to the poor that they can escape the sea of cynicism and corruption that has surrounded them in the past.

5. New ideas and new approaches will come from the poor themselves. As one individual put it, "We've gone to seed behind the gimme-gimme."

6. It can provide a self-help alternative to the welfare dole approach which is no more popular with the poor than it is with the average taxpayer. One woman with 9 children, who is served by 16 different welfare agencies, puts it this way: "My life consists of investigators constantly knocking on my door, filling out blanks and going around town from one agency to another for little or nothing."

7. It can reduce the diversion of funds, meant for poor people, into patronage and profit for political machines.

Community action agency staff salaries

The following are some examples of the extravagance and diversion of antipoverty funds involved in community action salaries:

According to the President's 1967 budget, 1,032 community action workers will be paid \$10,000 or more from Federal funds.

In New Haven, Conn., the executive director of the community action program (Community Progress, Inc.) receives an annual salary of \$25,000 a year. The mayor of New Haven's annual salary is \$18,000.

In Washington, D.C., the Executive Director of the United Planning Organization (UPO), receives \$25,000 a year. This exceeds the salary of many responsible Government agency heads. The Deputy Director of United Planning Organization in April 1965, resigned a \$12,400 a year District of Columbia post to accept \$23,000 a year with UPO. There are 97 persons on the UPO payroll earning \$10,000 a year or more.

In Newark, N.J., the executive director of the United Community Corp., although not a resident of New Jersey (resides in New York City), receives \$24,000 a year. This circumstance has been of much concern to the mayor of Newark whose annual salary is \$25,000, and members of the city council whose salaries are less than the executive director's.

The executive director, Action for Boston Community Development (ABCD), received \$27,500 a year while running a program which late in 1965 was the subject of nationwide publicity alleging political corruption, misuse of funds, fiscal irresponsibility and ineligible participation in the Neighborhood Youth Corps. The executive director of the Boston, Mass., program resigned under fire on December 29, 1965.

In the State of West Virginia, the heart of Appalachia where poverty abounds, taxpayers and poor alike complain antipoverty salaries are excessive. The West Virginia school system complains that many of their teachers, of which there is a shortage, have been attracted to antipoverty program jobs because of higher salaries. The executive director of the Charleston, W. Va., community action program and the coordinator of the same program receive annual salaries of \$18,000. This figure exceeds the salaries of a majority of those elected to the State cabinet board of public works and department heads appointed by the Governor. Following are some examples:

State treasurer.....	\$17,500
Commissioner of agriculture.....	17,000
Secretary of State.....	17,000
Commissioner of Motor Vehicles.....	12,000
Commissioner of Natural Resources.....	15,000
State Mines Director.....	14,000
State Personnel Director.....	10,000
State Police Superintendent.....	13,000
Adjutant General.....	8,000

The director of Harlem's community action agency, Haryou-Act, Inc., received \$25,000 a year. Thirty-seven people on the Haryou payroll earned more than \$10,000 a year.

The May 21 edition of the New York Amsterdam News reported 81 percent of all money received by Haryou from the Federal Government is allocated to salaries.

In October 1965, an official in the Los Angeles city school system was paid \$75 a day for 28 days (a total of \$2,100) by the Los Angeles community action agency, during a period when this official was being paid full time and, in fact, claimed overtime from the Los Angeles city school funds.

Fiscal irregularities and scandals

Despite claims the war on poverty is free from fiscal dishonesty and "the overblown myths of so-called scandals saturating the program will be laid to rest once and for all," the following are some examples of scandals that have shocked the American taxpayers who rely on the fiscal integrity of Government agencies and have never been laid to rest by any public explanation of the full facts:

Boston, Mass.

Late in 1965, scandals developed in the Action for Boston Community Development, Inc. (ABCD) program in Boston, Mass.

The director of the program resigned under pressure in December 1965. The deputy director of ABCD was fired. Subsequently, he was hired as a consultant for the Office of Economic Opportunity in Washington, D.C.

Prosecutive action with regard to five ABCD employees is presently under consideration by the U.S. attorney, Boston, Mass.

Haryou-Act

In September 1965, irregularities in the fiscal mangement of the Haryou-Act program (Harlem's community action agency) were noted.

Investigators of the Ad Hoc Subcommittee on the War on Poverty noted there was more than \$600,000 of Haryou-Act's funds which could not be accounted for by supporting invoices.

The Haryou-Act situation has been under investigation since September 1965, by the district attorney's office, New York City.

The May 21, 1966, edition of the New York Amsterdam News reported the following regarding Haryou-Act:

During the months of June, July, and August, 1965, Haryou-Act paid \$300,000 to a detective agency for protection. This cost has been cut to \$25,000 per month since that time.

Haryou-Act leased a summer camp in Westchester County, N.Y., last year. The agency made a downpayment on the lease of \$15,000. But before anybody from Haryou-Act moved in and took charge, the camp caught fire and burned. Haryou-Act had not taken out any insurance on the place. Now, although it never used the camp

for 1 day, the owner of the camp is suing Haryou-Act for \$24,000 in addition to the \$15,000 already paid him.

During the last year, Haryou-Act made a deal with the Urban League in which the Urban League would conduct a beautification program with Haryou-Act money. Part of this program involved the planting of trees. The Urban League issued a subcontract to a tree firm in which it agreed to pay the tree firm \$15,000 to plant the trees. No report has even been made as to how many trees were planted or where they were planted.

Car rentals

During July and August of last year, Haryou-Act leased six cars and two station wagons from a small travel agency at \$90 a week plus gas for each car. The travel agency, however, reportedly rented the cars from the Hertz U-Drive-It firm for \$65 a week, something which Haryou-Act could have easily done and saved money.

But in addition to that a member of the travel agency, which leased the cars to Haryou, was reportedly placed on the Haryou payroll at \$175 a week at a "consultant."

Hana

The Harlem Neighborhood Association (Hana) was a prime contractor for the summer program of 1965 and was supposed to carry out the development of vest pocket parks for Harlem.

Hana's contract called for 15 vest pocket parks. Only three were completed and no one seems to know how much money was spent or why only three parks were completed.

Toys

Haryou bought \$40,000 worth of "creative" toys from a well-known toy manufacturer but these toys have never been used and have been stored in a warehouse for more than a year with Haryou paying high storage fees on them.

Newspaper

Haryou decided to have a newspaper. It published one edition of a small paper. It paid a printer \$10,000 for that one edition.

Cleaning service

At one time Haryou reportedly was paying \$350 per week for cleaning services—that is, for people to dust off the desks and tidy up the offices. It is reported that most of the people on the payroll for this operation were relatives of widely known Haryou official, no longer with the agency.

Black arts

It was originally expected that the cost of the black arts program would be \$40,000. The actual cost exceeded \$100,000.

A second black arts contract was with the Urban League of New York City. This contract reportedly made provisions to give black arts \$23,000 worth of building material which had been assigned to the league.

Suncoast Progress, Inc., Florida

In March 1966, the director of Suncoast Progress, Inc., a Community Action agency serving four Florida counties, was ousted because of complications resulting with a personal bankruptcy proceedings. Subsequently, allegations were received that Suncoast

Progress, Inc., had experienced a shortage of approximately \$8,000. The Federal Bureau of Investigation is currently conducting investigations to resolve this matter.

Community Action capers

[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 8, Mar. 24, 1966]

"I DON'T SEE ANYTHING WRONG WITH HATING * * * "

Less than a week after Poverty Director Sargent Shriver told Representative Adam C. Powell's Poverty Subcommittee that funding Harlem's Black Arts Theater was a mistake, Washington's antipoverty agency welcomed with open arms the theater's controversial leader, Playwright LeRoi Jones.

Jones, whose federally sponsored workshop in Harlem produced dramas that Shriver called "vile racist plays in the language of the gutter unfit for youngsters in the audience," was brought to Washington by the United Planning Organization and a neighborhood arts committee to narrate a 3-day music festival for youngsters at Cardoza High School March 18-20.

The festival, named the "Three Days of Soul," is the second in a planned series of cultural programs being offered by the Cardoza Area Arts Committee in cooperation with three centers of the United Planning Organization, Washington's antipoverty agency.

Jones came under sharp criticism last summer for producing "hate white" plays with the aid of Federal money. The Black Arts Theater received \$40,000 in funds from OEO. Jones, responding to criticism that the program preached racism, said, "I don't see anything wrong with hating white people."

Shriver admitted OEO goofed when it gave funds to the project without checking into its purposes. "The facts are no Federal dollars should have gone to Black Arts in the first place," Shriver testified last week. "It was a mistake. I acknowledge it. And as a result, we tightened up on the review of subcontracts under Community Action grants."

We think the taxpayers would like to know why poverty money continues to be used to sponsor people like LeRoi Jones. Festivals of this type may serve a useful purpose but should we really cloak a "vile racist" with the dignity of Federal sponsorship? Mr. Speaker, we strenuously object and wish to express my indignation that OEO has insisted on making the same mistake all over again on LeRoi Jones.

[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 15, Apr. 6, 1966]

ALICE IN BLUNDERLAND: BIRCHERS, FRATERNITY BROTHERS, AND LEFTWINGERS REPRESENTATING THE POOR

"The doorbell rang on February 23 at the Sigma Pi House, in the 'fraternity row' district east of San Jose State

College, and was answered by one of the brothers, 19-year-old Garth Steen."

So began another incredible episode in the war on poverty. The caller was a poverty canvasser assigned to get the poor out for a meeting that night. Although Steen's family income was in five figures, he had heard about the poverty war and attended the meeting. Lo and behold, Alice in Blunderland style, poverty officials had managed to interest three people to attend a meeting to select three representatives of the poor. Young Steen returned to Sigma Pi House that night a duly-elected representative of the poor for a 3-year term.

Congressman Charles S. Gubser has informed the Congress that the Santa Clara County Economic Opportunity Commission is suffering the torments of all others who have been forced to struggle in the torture machine of the poverty administration structure.

Last December, a John Birch Society section leader, Ray Gurries, was elected a representative of the poor in Santa Clara County. According to a local investigator, the community action board "is shot through with leftwingers—people who are not run-of-the-mill liberals but hard nosed activists of every leftist cause that has come along over the past half dozen years."

The local San Jose Mercury, one of the largest newspapers of southern California, describes the poverty board in these terms: "It is a jerry-built structure, erected on shifting political sands, to house a program which has a worthy aim * * *. It is run like a football game with an unlimited substitution rule, and a change of rules at the end of every quarter."

The experience of Santa Clara County is far from an isolated one. Congress has failed the sincere and dedicated people who wish to fight poverty. We have written a law without meaningful and realistic standards that would avoid community action chaos. What has happened in Santa Clara County is a distortion and perversion of the exciting concept of involving the poor in helping themselves. Many of us warned 2 years ago that this would happen if we didn't rewrite the President's poverty proposal.

We owe our colleague, the distinguished and able Congressman Gubser, a debt of gratitude for calling this matter to our attention. On March 9, Mr. Gubser requested OEO to investigate the situation in Santa Clara County. On March 23 the Deputy Director testified to us in committee that OEO had been on the scene in Santa Clara checking for about 8 days. To date, our colleague has not even had the courtesy of an acknowledgment from OEO of his March 9 request. All of us in the Congress are getting mighty tired of the cavalier attitude of officials at OEO.

The Quie-Goodell opportunity crusade, H.R. 13379, would avoid problems such as have occurred in Santa Clara County. OEO would be required to insist on balanced community action agencies, including true representatives of the poor as well as local officials and private social welfare agencies. The

time is long overdue for Congress to launch a real opportunity crusade as a complete substitute for the confusing, controversial and faltering war on poverty.

INTO THE TROUGH

The one poverty program which has been hailed by all as the most successful program in the war on poverty has been sliding into the same trough of bureaucratic confusion as other poverty programs. Underfunded, the Headstart programs are supposed to be supplemented by funds from title I of the Elementary and Secondary Education Act.

The schools and other Headstart sponsoring agencies have no instructions as to the blend of funds they may request from the Office of Education and the Office of Economic Opportunity. According to Mr. Shriver, when he testified before the committee, the agencies do not exchange application information even though it is available:

Mr. GOODELL. Do you see that package (elementary and secondary education applications for preschool programs)? This is what the education people file with the Office of Education. Does it come to the poverty offices here?

Mr. SHRIVER. It doesn't come directly to us. It goes to the Office of Education, but we have access to all those reports, and we can extract from them the pertinent information. That is where we get such information as I was just presenting.

Mr. GOODELL. When I was asking questions about this in the field, I found that in most instances there had been no coordination at the local level.

Mr. SHRIVER. That is probably true, you see, because many of these developments, like this last one I mentioned, are something of very recent origin. I would have to say that it is not more than maybe 60 days.

Mr. GOODELL. So prior to 60 days, there was no mechanism at all for coordinating?

Mr. SHRIVER. No; that is not quite right.

Lack of coordination at the national level causes unspeakable confusion at the local level. The sad plight of community sponsors tearing their hair in an effort to provide educational opportunities for their underprivileged children has been documented in countless newspaper stories. Some of the incidents were the subject of a Republican poverty memo and a speech delivered to the House by Congressman Quie:

[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 10, Mar. 28, 1966]

"WE JUST DON'T KNOW IF IT'S WORTH IT"

Mr. Speaker, those are the words of an angry school superintendent who has been trying for 13 months to get a year-round Headstart program approved by poverty officials for Waterloo, Iowa. I place in the Record today the detailed account of similar frustrations in six other communities

which have been baffled, besieged, and befuddled by poverty bureaucracy.

Having sponsored Headstart 3 years before the poverty program, my colleagues, Mr. Goodell, Mr. Bell, and I, are dismayed that this program, described by Mr. Shriver as his best, has been so crippled by fuddle-headed administration in Washington. Here are the highlights, or low lights if you will, of a typical case history, repeated with gory variations in other cited communities:

1. *Waterloo, Iowa*.—Application for \$43,600 for a year-round preschool project was made by the Waterloo school system on February 24, 1965. This was 4 months after appropriations were made available for preschool programs by the Congress. Having heard nothing on their year-round application, Waterloo officials applied for, and successfully carried out, a \$15,000 summer Headstart project. On August 7, 1965, they resubmitted an application for their year-round project to the Office of Economic Opportunity. In September, they were asked by Michael C. Moore, OEO area coordinator, for additional information which was sent. In late September, they received a notice signed by Theodore Berry, OEO Community Action Director, dated August 23, telling them they should allow 60 days for approval of Headstart applications. In October, 8 months after their original application, they received a form notice from Dr. Julius Richmond, Director of Headstart, to submit their Headstart preplanning form, which had never been received or heard of prior to then. On November 23 they were told by C. Edwin Gilmour, Director of the Iowa OEO, to apply through the new Elementary and Secondary Education Act. One week later they were notified by the OEO Regional Office that their application for poverty Headstart funds will be processed as "rapidly as possible." On December 22, they were asked by Gilmour to withdraw their Headstart application because it could be better taken care of under the Elementary and Secondary Education Act.

On January 3 they were notified once again by the regional office that their application for poverty Headstart funds had been received and would be processed as "rapidly as possible." One week later they were notified that they had applied for Headstart on the wrong forms and would have to fill out new 32-page forms. On January 26 they received a memo from the Department of Health, Education, and Welfare admonishing them that the opportunity offered under Headstart "is too precious to allow it to slip away." Finally, on February 7, Waterloo officials were notified by Gilmour to come to a meeting to talk about a new summer Headstart program. When asked the status of their year-round Headstart application, Waterloo School Superintendent replied, "Your guess is as good as mine * * *. We're getting to the point where we don't know if it is worth it."

If this sounds like something out of George Orwell's "1984," I suppose someone might sardonically comment that at the present pace it looks like it might be 1984 before Waterloo gets Headstart funds out of poverty officials.

2. *Laramie County, Wyo.*—Immediately after successful completion of a summer Headstart program, Laramie officials began preparations for a year-round program. They plunged into what they termed a “maze of bureaucratic involvement,” including telephone commitments subsequently reversed, attempts to dictate local salaries, and filing and refiling of forms. By February 1966, the local school had spent \$1,500 in staff time, phone calls, and other expenses. School Superintendent Chester R. Ingils bitterly assailed the redtape, autocratic attitude of OEO officials, and announced abandonment of any plans for a year-round Headstart for this year.

3. *Port Huron, Mich.*—Having meticulously completed a mountain of reports on their summer Headstart program, Port Huron officials were notified that their forms were literally filled with fatal errors. School Superintendent Gerald S. DeGrow called OEO in Washington and was told that reports from all over the country had been misinterpreted because of inexperience in the report-receiving staff at OEO and the whole thing was a “hopeless mess.” The superintendent was informed that OEO had notified all school districts in the country that they had goofed in their reports in order to get the schools to file new reports, giving Uncle Sam’s hired nephews another chance at them.

Tearing his hair, Dr. DeGrow asked the man in Washington, “Who shall I have to call to get this straightened out, LBJ?” Whereupon he was told, “That wouldn’t do much good because *he* probably got one of the letters too.”

I am placing in the Record today similar incredible accounts of life in the bureaucratic poverty jungle as experienced by officials from: Salina, Kans.; Minnesota; Denver, Colo.; and North Tonawanda, N.Y.

Mr. Speaker, Sargent Shriver has described Headstart as his most successful program. We agree, but it appears the success was in spite of, not because of, OEO officials. Our opportunity crusade would transfer Headstart into the Office of Education to be administered through State and local school systems in conjunction with local community action boards. This action should be taken immediately to insure that Headstart gets the management and administration it deserves in the year ahead.

Is it any wonder that with examples such as these at OEO, multiplied hundreds and hundreds of times, we describe OEO as a “fuddle factory.” Mr. Speaker, it is time for a change.

Another example of the harassment to which local school people are subjected is documented in the following Republican poverty memo:

[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 12, Mar. 30, 1966]

HEADSTART APPLICANTS AND SELECTIVE SERVICE

School Superintendent Maurice Friot of North Tonawanda, N.Y., after 5 months of being force-fed on the bitter

gall of Washington bureaucracy, commented on the administration of the Headstart program:

"* * * the harassing and foot dragging to which we were subjected was in part a delaying action in order to get the finances straightened out.

"If we had been told in the beginning how much money was going to be made available to us, we could have submitted a proposal which would require that amount of money and saved both ourselves and the Office of Economic Opportunity a lot of trouble.

"It appears to me that people who must make decisions with respect to these programs are very inexperienced.

"Some of the questions we were asked by persons in the New York City Office of Economic Opportunity were ludicrous.

"After we had been put through a long struggle and been subjected to a minute examination with respect to our proposal, it was maddening, and I can use no other word, to have our people attend the training session and find there were people there who had been funded who had not made arrangements for transportation * * * teachers * * * teachers' aids * * * [and] who did not know where they were going to house their programs and so on."

North Tonawanda told poverty officials in August 1965, they wanted to begin a year-round Headstart program in October 1965. At their own expense they hired a director, selected children, teachers, and arranged for facilities. *They never even received application forms until late November.* They were then told there was no prospect of getting funds until March 15. As the school superintendent put it, "March 15 is a little late to start a full-year program."

Selective service rejection of Headstart applicants

After North Tonawanda officials submitted 31-page application forms, Poverty bureaucrats got on the phone. As the school superintendent described it, "We were asked to indicate the number of men who had been rejected for selective service from which we were drawing Headstart candidates. I can theorize as to what the relationship between this inquiry and Headstart might be but it did seem a little unnecessary."

Having stirred things up in Washington, North Tonawanda officials were asked by the regional poverty officials to expedite submission of the additional information requested. When told that it was a little difficult to expedite selective service information about rejected applicants, the person from the New York poverty office said, "Oh, we didn't mean for you to go all that trouble." Other nonessential requested information was then waived.

As advocates of preschool programs 3 years before the poverty war, we are disgusted at the senseless harassment that seems to have become an inseparable part of Headstart administration. On Monday, March 28, Mr. Quie, on page 6523 of the Congressional Record, recounted six case histories of Headstart administration that would qualify for lead

billing in a bureaucratic sideshow. Countless other examples are available. It is a tribute to the basic merit of preschool training that its glories still shine through the bureaucratic fog.

The Quie-Goodell opportunity crusade would put Headstart under the Office of Education to be coordinated with other education programs without OEO meddling. It would unclog the channels of communication to allow for the effective implementation of worthy programs.

Another program for the "not so poor"

Headstart, like Neighborhood Youth Corps, has suffered from shifting eligibility criteria. Local confusion about standards and delayed funding have resulted in several notable instances where a high percentage of advantaged children, far over the 15 percent proposed quota, were included in the program. The Chicago program is the most notable instance and was the subject of a poverty memo:

[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 6, Mar. 22, 1966]

CHICAGO HEADSTART FOR THE NOT SO POOR

Operation Headstart, fashioned along the lines of a proposal offered by Representatives Albert H. Quie, Republican, of Minnesota, and Charles E. Goodell, Republican, of New York, back in 1961, is supposed to help preschoolers from poor families.

Out in Chicago, however, our investigation shows that the poverty program is doing a little bit more by giving a "headstart" to the not so poor, Republican Representative Goodell lamented.

Officials there admit that 27½ percent of the 23,804 children in the program are from families whose standards exceed the "poverty" level. Our investigation also shows they don't even know the family incomes for another 20 percent of the children.

This means another 5,000 children from truly disadvantaged homes could have been helped if the poverty warriors had stuck to their own guidelines. The Quie-Goodell proposal for an "Opportunity Crusade" would require adherence to strict poverty standards, meanwhile tripling the funds available.

How can Chicago justify the fact that more than one-fourth of their children in Headstart were above poverty standards? How can the Office of Economic Opportunity in Washington justify the clear violation of their guidelines? When I visited Chicago recently, I was told that Washington ordered Chicago poverty officials to expand in 10 days Headstart from 4,000 to 24,000. I was also informed that very little solicitation was done in several hard-core poverty areas because teachers were afraid to enter those sections of the city.

Seven urban progress centers are in operation by the Chicago Committee on Urban Opportunity. One center showed 41.1 percent of enrollees over the income requirement, one

showed 31.8 percent in excess, one 28.3 in excess; and outside of the urban centers, 36.8 percent reported income over requirements.

Thousands of impoverished youngsters were overlooked by Headstart recruiters in their frantic efforts to build impressive statistics. And these youngsters, children of hard-core poverty victims, are precisely the ones for whom this program was developed.

We cannot continue careless neglect of such a good concept as Headstart. We certainly cannot justify to the thousands of children unable to participate in Chicago's Headstart program the spending of Federal poverty money for those who are not poor.

The Quie-Goodell "Opportunity Crusade" offers a way out of the wasteland of bureaucratic confusion and callousness that has marked OEO's administration of the Headstart program.

What is more disturbing to us is that the former Assistant Director of OEO, Mr. Boutin, denied before the Education and Labor Committee that the situation existed even though it later developed that he had the report of the Chicago program in his file:

"Mr. BOUTIN. I can only say of your figures as to lack of eligibility of some of the Headstart enrollees that the first time I had ever heard or seen any figures that looked anything like that was your statement appearing in the Congressional Record.

"Mr. GOODELL. That is a shocking statement. I will give you the official report of the Chicago Poverty Board in which they cite these figures."

"Certainly you have seen these figures, probably buried in some file somewhere, but this is their official report. They openly admit that 27.5 percent of the youngsters participating in Headstart last summer were not within the poverty standards. They openly admit that for 20 percent of those participating they have no income figures. I would be glad to show you their mimeographed report and make it available to you so you can have some knowledge about what is going on in these programs.

"You shock me when you say it is the first time you ever heard of it.

"Mr. BOUTIN. It is the first time. I had not heard those figures before. I would like to ask the chairman if I may call on Jule Sugarman, who with Dr. Richmond, runs the Headstart program and knows perhaps as much about it as anyone in the Nation.

"Mr. SUGARMAN. Mr. Chairman, I have not seen the specific report to which you refer but we do have information which was gathered from our own reports on the situation in Chicago.

"Essentially the figure of 27 percent which you are citing refers to families who have an income of over \$5,000 per year. It is not, however, correlated with the size of the family so it is impossible to determine on the surface whether in fact these families would——

"Mr. GOODELL. Last summer did you have a poverty standard for the Headstart program?

"Mr. SUGARMAN. Yes; we did.

"Mr. GOODELL. What was that standard?

"Mr. SUGARMAN. Originally it was \$3,000.

"Mr. GOODELL. That is what they were supposed to apply last summer?

"Mr. SUGARMAN. That is correct.

"Mr. GOODELL. And they violated that requirement. Their official report shows 27.5 percent were above that standard which supposedly OEO was enforcing. Is that not correct?

"Mr. SUGARMAN. I believe their official report shows 27.5 percent over \$5,000.

"Mr. GOODELL. That is worse. If you want to argue with me, I will accept your figure. If you want to argue it was 27.5 percent over \$5,000 instead of \$3,000. I think it was the poverty standard that you set that they were referring to."

FOLLOW THE LEADER

The report that we have presented on the operation of the Economic Opportunity administration. Evidence cited to this point alone would be enough to convict Mr. Shriver's bureaucracy of slipshod practices. Chaos and confusion at the national level is reflected at the community level. Direction for the conduct of the war on poverty is supposed to be given in Washington. And, so it is, with too many disappointing results.

Program directors and workers in the field who draw high salaries are merely following the example set for them by palace guards at the Office of Economic Opportunity who long ago discovered that "the big money is in poverty." In a speech before the House, Congressman William H. Ayres revealed why so little of the "poverty money" is actually reaching the poor:

"THE BIG MONEY IS IN POVERTY

“(March 30, 1966)

"Mr. Speaker, 2 years ago, in March of 1964, Mr. Sargent Shriver appeared before our Committee on Education and Labor to argue for approval of President Johnson's 'war on poverty.' He told us:

" 'It is also a prudent program. It is financially prudent * * *. It is prudently planned in that every dollar allocated will be spent to help the poor. There will be no leakage. There is no contemplated huge new bureaucracy * * *. I think that most people in the executive branch would state that I am not one who likes a lot of bureaucracy.' "

"Mr. Speaker, I wish to report a fantastic leakage in funds intended to help the poor—a leakage of funds to a huge new bureaucracy. According to President Johnson's 1967 bud-

get, it will take 6,484 permanent Federal employees to run Mr. Shriver's burgeoning bureaucracy—a poverty empire costing \$53,489,000 in salaries alone.

"The word has gotten around among civil servants in Washington that 'the big money is in poverty.' Few know how big it is.

"1,557 permanent Federal poverty employees will make \$10,619 or more; another 1,032 'Community Action workers' will be paid \$10,000 or more from Federal funds; an undetermined number of contract employees in 15 privately run Job Corps establishments will be paid over \$10,000.

"We have over 200,000 gallant men in South Vietnam, but we can be sure that there aren't as many as 2,500 drawing \$10,000 a year—the basic pay of an Army colonel with over 14 years' service. The poverty warrior-bureaucrats include at least 25 individuals who will be paid more than the base pay of General Westmoreland himself.

Astronaut Neil A. Armstrong, who with Lt. Col. David R. Scott heroically flew our most recent and most dangerous space mission, is a Federal civil servant grade GS-16. His job is one of incredible difficulty and danger, for which only a handful of men in the whole world are qualified. Yet 25 of Mr. Shriver's high-flying bureaucrats are budgeted for GS-16 positions; and 36 others are budgeted for even higher pay grades. Mr. Speaker, who would think that OEO had any jobs more demanding and difficult than that of Astronaut Armstrong?

"Mr. Speaker, there are 2,350 permanent Federal employees budgeted for the Washington and regional offices of the Office of Economic Opportunity. This is the high-salaried palace guard of the poverty czar. Nearly half—1,006—of this elite force will get \$10,619 or more; at least 521 will be paid over \$14,600; at least 54 will get over \$19,600; 24 get over \$25,000; and 6 will get between \$26,000 (the pay of the U.S. Commissioner of Education) and \$30,000.

"Mr. Speaker, is it any wonder so little gets done at the Office of Economic Opportunity? They have so many chiefs and so few Indians. They have more GS-15's than they have GS-9's; more GS-14's than GS-4's; more GS-13's than GS-7's, and exactly as many GS-16's at a base pay of \$19,619 as they have GS-2's at a base pay of \$3,814. The total salary bill for this palace guard next year will be \$21,739,000.

"Outside this inner circle at poverty headquarters there are 4,134 other permanent Federal employees budgeted at \$31,750,000. They are to do the hard work farmed out to other Federal agencies, such as running the Job Corps camps, the Neighborhood Youth Corps, the adult education program, agricultural loans, and so forth. Only 551 of these unfortunates will be paid over \$10,600 a year, of which at least 112 will get over \$14,600. However, these 4,134 positions, listed in the budget under 'Allocation accounts' do not include those who are paid by private contractors to run 15 of the 97 Job Corps establishments.

"Incidentally, administration costs in the Job Corps are so high that the annual cost per enrollee now runs above \$9,000, enough to send two boys to Harvard. Even the budgeted cost next year is \$7,880 per enrollee.

"But, Mr. Speaker, not all the high salaries in poverty are accounted for by permanent Federal employees or employees of private contractors working on a cost-plus-fixed-fee basis. Federal funds also pay for the salaries of employees of local antipoverty agencies, and 1,032 of these employees now make \$10,000 or more a year, of which 200 make \$15,000 or more per year.

"On the basis of the exact information available, I estimate—and this can only be an educated guess—that nearly 3,000 individuals are paid \$10,000 a year or more from Federal antipoverty funds.

"We don't know how many, if any, poor people have been helped to get out of poverty by Mr. Shriver's high-priced agents, but it is pretty obvious that thousands of employees have been kept out of poverty. Among these undoubtedly are many dedicated and able people, but we know all too well that the ranks also include a plentitude of political hacks.

"Mr. Speaker, this is a scandal. It is nothing less than a scandal. And it is a scandal that Mr. Sargent Shriver defended before the Education and Labor Committee with the bland boast that his organization was only one-fiftieth the size of the Department of Health, Education, and Welfare.

"So I compared one part of HEW—the U.S. Office of Education—with the Office of Economic Opportunity. Here is the record on that.

"The Office of Education is budgeted for \$3.478 billion in fiscal 1967, compared to \$1.724 billion for the Office of Economic Opportunity, yet OEO will need only 2,861 permanent employees (hardly more than Shriver's 'palace guard') compared with OEO's 6,484 permanent employees.

"If the U.S. Office of Education were administered like the Office of Economic Opportunity, it would require 12,968 employees to spend its \$3.478 billion, or $4\frac{1}{2}$ times the number it has budgeted.

"The comparison in high-paying jobs in these two agencies is also interesting. Five individuals in OEO are paid more than the U.S. Commissioner of Education, who gets \$26,000. In the grades GS-15 through GS-18, where the pay ranges from \$17,055 to \$25,382, the comparison looks like this:

GS grade	Salaries	OEO	OE
15.....	\$17,055 to \$22,365.....	249	125
16.....	\$19,619 to \$25,043.....	25	33
17.....	\$22,217 to \$25,325.....	17	10
18.....	\$25,382.....	13	3
	Above \$25,382.....	6	1
Total.....	310	172

"All but 37 of OEO's highest paid jobs are in Mr. Shriver's own 'Palace Guard' headquarters staff of 2,350 permanent employees. These other 37 jobs with starting pay of \$17,055 or more are scattered among the 4,134 permanent employees in other Federal agencies which are running such programs as the Job Corps, Neighborhood Youth Corps, adult basic education, agricultural loans, etc.

"I have made a chart showing the number of highest paid officials among the permanent Federal employees budgeted in fiscal 1967 for the Office of Economic Opportunity programs. It is broken down to show positions in the 2,350-strong 'Palace Guard' which makes up Mr. Shriver's own administrative staff, and positions in the force of 4,134 assigned to handle major segments of the \$1.7 billion program in other Federal agencies.

Positions budgeted for OEO in fiscal 1967

GS grade	Salaries	OEO "Palace Guard"	OEO programs run by other Federal agencies
	Above \$25,382	6	0
18	\$25,382	12	1
17	\$22,217 to \$25,325	16	1
16	\$19,619 to \$25,043	20	5
15	\$17,055 to \$22,365	219	30
14	\$14,680 to \$19,252	248	75
13	\$12,510 to \$16,245	230	173
12	\$10,619 to \$13,931	255	266
	Total	1,006	551
	Grand total for OEO programs	1,557	

"In conclusion, Mr. Speaker, I am reminded of some cogent remarks of my own chairman of the Education and Labor Committee, our colleague, Adam C. Powell. He understands the true needs of impoverished citizens better than most. On January 21 of this year in a speech in Harlem he said:

"We do not need any more experimental or demonstration projects in Harlem. All we need are jobs. That's all. Jobs."

"Chairman Powell did not mean jobs for bureaucrats or jobs for politicians, but jobs for poor people. On March 8, in opening the hearings on the Economic Opportunity Act, Chairman Powell pointed out that there are 97 people in the local Washington, D.C., poverty agency (UPO) paid over \$10,000 a year with Federal funds, and observed:

"Congress appropriated this money to help the poor, not create a monolith of extravagantly paid functionaries."

"Mr. Speaker, I concur with these remarks of Chairman Powell. But despite the attempt by our committee to investigate the Office of Economic Opportunity, this administrative monstrosity goes its merry way. How far it goes and how wild it plans to become in hiring 'extravagantly paid functionaries' is laid out in black and white—or in red ink—in the President's budget for fiscal year 1967.

"In view of the facts I have presented here today, I renew my plea to the House to take action on my resolution, House Resolution 670, for a bipartisan select committee, appointed by yourself, to investigate the conduct of the 'war on poverty.'

"As I have pointed out before, if we do not take remedial action the entire antipoverty program is going to become so discredited, and be so ineffective, as to create massive disillusionment among citizens trapped in poverty. There is still time to avoid this tragedy."

A lack of communication between the Federal departments and agencies results in sputtering communications between Federal and local agencies. The situation is made more acute by the personnel merry-go-round at OEO. With the recent resignation of Mr. Christopher Weeks, only one of the original palace guard is still standing by Mr. Shriver.

There is a high turnover rate from top to bottom. The most notable examples are Mr. Bernard Boutin, who held the high post of Deputy Director for only 7 months and Mr. Hal Marlowe, Director of Congressional Relations, who was with the agency for only 3 months. Is it any wonder that OEO can't keep track of its programs or that local community action people cry in frustration, "Every time we call OEO we talk to someone new and have to explain our program all over again."

"Truth is funnier than fiction"

We have referred to the Office of Economic Opportunity as a "fuddle factory" and a "Disneyland of bureaucratic confusion." Our descriptions have been borne out by the following incidents documented in Republican poverty memos:

[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 18, Apr. 22, 1966]

LI'L ABNER COMES TO WASHINGTON—AND STAYS—OR WHAT'S NEW IN DOGPATCH?

OEO has gone from the sublime to the ridiculous. The war on poverty now has a comic book stockpile.

In 1965, OEO officials were scratching their heads over how to mass produce Job Corps recruits. Like a Mammy Yokum vision, inspiration struck—have one of America's most popular and creative comic strip artists, Al Capp, produce a comic book to promote the Job Corps. By June 1965, 501,000 copies of "Li'l Abner and the Creatures from Drop-Outer Space" were ready. With typical fuddle factory fanfare, OEO Information Chief Holmes Brown announced the book donated by Al Capp was valued by OEO at between \$150,000 and \$200,000. OEO personnel were thrilled and excited over Capp's creative contribution. Printing costs were \$25,000. Cards were included in the books to be mailed by applicants to the Job Corps.

Then the winds began to change at OEO. Rumor has it that a highly placed psychologist at OEO felt that distribution of books with cards enclosed amounted to pressuring

youths into Job Corps enrollment. Some sages at OEO felt the story portrayed in the comic book was controversial and characters did not fit OEO's image. Besides, how were they going to code, screen and mail to employment offices all the card applications? Nobody in the "Great Dogpatch on the Potomac," OEO, had thought of that before they printed half a million books.

Since July 1965, 435,000 Li'l Abner comic books have been gathering dust in Washington warehouses at a cost of \$125 a month. We are long-time admirers of Li'l Abner and the genius of his creator, but we think even Dogpatch's Senator Phoghorn would demand some answers. Why does OEO continue to stockpile laughs while the taxpayer and the poor cry?

Some years ago the beloved Will Rogers remarked that every time Congress made a joke it was a law, and every time it made a law it was a joke. "It ain't amoozin', it's confoozin'."

[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 17, Apr. 21, 1966]

ISN'T THERE A DANVILLE SOMEWHERE THAT WANTS POVERTY MONEY?—TWO DOWN—FOUR TO GO

Overzealous Federal poverty officials at OEO apparently crave a community called Danville in the United States that needs poverty money. A month ago, OEO pressed Danville, Ind., a community of 3,287, to set up a community action board to receive and administer poverty funds. Local citizens resisted, causing Senator Birch Bayh to inquire of OEO, "Why Danville?"

The reply came back to Senator Bayh that Danville, Ind., needed a community action program because they had 1,339 families with annual incomes under \$1,000 and 1,979 families receiving aid to dependent children (ADC). On this basis, continued OEO officials, who could deny Danville help? Pressing the matter further, an OEO official visited Danville and to his consternation discovered that their poverty statistics didn't match Danville, Ind. Quickly recovering, regional poverty officials answered, "Those figures are for Danville, Ill.—an understandable mistake."

The only difficulty came when it developed that the poverty figures *were not for Danville, Ill., either*. At this point; I suppose OEO officials said: "There must be a Danville that fits our pattern of poverty." Sadly, however, a check of the population division of the Census Bureau indicated there were only six Danvilles in the country and *none of them fitted the poverty profile prepared by OEO*.

Perhaps the news media could now, as a public service, assist Federal poverty officials, who dearly wish to help a Danville, by running (apropos of Peter Pan) the following nationwide ad: "Isn't there someone out there, from a Danville somewhere, who believes?"

[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 2,
Mar. 16, 1966]

CIRCUITOUS ROUTE

We who believe in the concept of helping the poor find their way out of the debris of despair are dismayed by the lavish spending and waste that have blocked the effectiveness of the present war on poverty. It is especially disheartening to see the great potential that lies within the antipoverty concept spend itself in needless bureaucratic confusion.

The time for this senseless spending to cease is long past. The administration's war on poverty is no longer in its infancy and the time for target practice is over. The program should be zeroed in and hitting its mark. But, unfortunately this does not appear to be the case.

Proponents of the administration's war on poverty would have us believe that the waste and abuses have stopped. They have not stopped, and they should not have occurred in the first place. But we must be realistic. We must face facts. And the facts are that these incidents did occur—and at great expense to the weary taxpayer—and we must now do something to correct these wrongs before a great idea dies for want of proper guidance and implementation.

I respectfully relate the case of the Job Corps enrollee who was enlisted at his home in Wisconsin and assigned to a Job Corps center only 90 miles away from his hometown.

Under these circumstances there appeared to be no problem, save the minor one of transporting the enrollee the 90 miles to his assigned Job Corps center. But not so. The wheels of bureaucracy began to grind and here is what came out at the end:

Before reaching his destination, the enrollee's travels spanned 2 days and more than 400 miles. He had to be put up for the night and fed two meals, changed planes three times, took a bus ride and ultimately a car ride; all paid for with Federal funds.

The trip from Rhinelander, Wis., to Clam Lake Job Corps Center could have been much quicker and cheaper (\$35) by taxicab, as the Job Corps was advised by its recruiting agency, the Wisconsin State Employment Service. The final touch of irony was that a free ride could have been secured for the enrollee with a Forest Service radio operator who travels daily from Rhinelander to Park Falls, Wis., which is very near Clam Lake.

The director of the Clam Lake Job Corps Center admitted that the route was a bit "circuitous." Here's the "circuitous" 2-day itinerary of the enrollee for February 4-5, 1966:

February 4:

11:20 a.m., departed Rhinelander, Wis. via North Central Airlines.

12:53 p.m., arrived Duluth, Minn.

1:10 p.m., departed Duluth, Minn.

1:55 p.m., arrived Minneapolis, Minn.

The enrollee spent the night in Minneapolis, where housed at a YMCA and given meal tickets by the Job Corps.

February 5:

1:00 p.m., departed Minneapolis, Minn., via Zephyr Bus Lines.

5:25 p.m., arrived in Cable, Wis., where he was met by a car from Clam Lake Job Corps Center.

The young Job Corps enrollee traveled a total distance of 245 miles by air; 160 miles by bus; and a short distance by car to reach his final destination, which, before he got caught up in the Job Corps planned travel program, was only 90 miles away from his home. We feel that examples such as this case cannot help but raise serious fears that the Job Corps is long on planning and short on action and results.

We are not critics of this administration's war on poverty by choice but rather by conscience. Republicans have long supported the concept of training young men in an environment away from home if such is needed. As far back as 1961, we offered legislation built on this concept of the Job Corps.

Let us call to the attention of our colleagues on both sides of the aisle that the Quie-Goodell opportunity crusade is structured solely for the purpose of offering more effective implementation of sound antipoverty ideas. I strongly feel that this bill would correct the bureaucratic confusion and poor planning that is presently clogging the machinery of the war on poverty.

These stories, which read like the "Perils of Pauline" would be funny if they weren't so tragically true.

It is apparent that the war on poverty will never succeed if directed by such a slipshod agency.

THE EASY ANSWER

Confronted by an ever-increasing mountain of evidence of their blunders, Office of Economic Opportunity officials, and their apologists, continue to "Polly Parrot" their familiar chant: "You've got to expect to make mistakes with a new program."

We contend that the crippling mistakes which OEO has been making will continue. They will continue, and increase, *unless* major revisions are made in the Economic Opportunity Act. For the past 2 years, we have seen the predictions of our 1964 "minority views" unhappily borne out.

In 1964, we stated that an administrative philosophy which does not define any meaningful role for State or local governments will cause dissension at the community level. We warned that absolute absence of sensible recruitment and disciplinary procedures would lead to racial imbalance and the types of Job Corps terror that we have observed.

These, and other problems which we foresaw, could have been avoided by writing guidelines and directives into the Economic Opportunity Act. Yet, the Democrats are content to let the Office of Economic Opportunity stumble into another year of operations without the restraint of congressional directives. *We cannot endorse such irresponsibility.*

Patchwork, piecemeal amendments to the Economic Opportunity Act will not be able to correct the legislative inadequacies which trigger the continuous scandals. In order to launch an honest, effective attack on poverty, an entirely new law should be enacted to provide careful guidelines and priorities for the operation of a program to develop human resources. For this reason Republicans have introduced the opportunity crusade.

OPPORTUNITY CRUSADE

This bill proposes to unite local, State, and Federal governments with private industry to launch a comprehensive program of training, education, and motivation for the impoverished. An effective attack on poverty will not be possible as the exclusive function of the Federal Government. All resources must be dedicated to the cause.

By involving all segments of our economy in an opportunity crusade, \$1.98 billion will be committed to the program, of which only \$1.4 billion will be Federal funds. This is contrasted to the \$1.75 billion program, all Federal funds, that will be operated by the 100 per cent Federal war on poverty.

Comparative proposed expenditures of opportunity crusade and the war on poverty
[In millions of dollars]

Program	Opportunity crusade commitment ¹	Opportunity crusade authorization	Committee proposal	Admin- istration proposal
Total.....	2,434	1,462	\$1,754.5	\$1,745
Job Corps.....	170	170	200	228
(Skill).....		(80)		
(Conservation).....		(40)		
(Military career).....		(50)		
Neighborhood Youth Corps.....	382	225	496	300
(Industry Youth Corps).....	(150)	(50)		
(Summer Youth Corps).....	(106)	(80)		
(In-school).....	(80)	(60)		
(Out-of-school).....	(46)	(35)		
Community Action.....	867	700	323	466
(Urban CAP).....	(360)	(324)		
(Bonus).....	(108)	(54)		
(Rural CAP).....	(307)	(276)		
(Bonus).....	(92)	(46)		
Earmarked community action programs.....			130.5	121
Employment service.....	25	25		
(Skill surveys).....	(5)	(5)		
(Automation).....	(20)	(20)		
VISTA.....	25	25	31	26
Headstart.....	644		352	327
(Regular).....	(444)			
(Bonus).....	(200)			
Adult basic education.....	44	40	26.5	30
Rural loans and migrants.....	55	55	57	65
Small business incentives.....	12	12	4.5	5
Work experience.....	200	200	119	160
Administration.....	10	10	15	17

¹ Federal, State, local, and private funds.

It is not enough to simply commit money and talent to a program and then abandon it to operate on a hit-or-miss basis. Freedom to operate imaginative, locally initiated programs should be provided within a framework of administrative guidelines. Standards must be established to prevent the bungling, wrangling, and constant intrusion of Federal bureaucrats in local programs.

The following are the main features of the opportunity crusade:

1. *Job Corps*.—A revised and redirected type of Job Corps program is established in the Department of Labor to be administered under with the Manpower Development and Training Act. The new Job Corps would select those qualified youths who require a change of family or community environment to respond to training and for whom no other feasible and more economical program is available.

Three distinct types of training centers would be established to meet the needs of enrollees:

A. *Skill centers* operating in cooperation with industry to provide vocational training for more advanced enrollees.

B. *Conservation centers* providing training in basic education and "conservation" vocations.

C. *Military career centers* giving those enrollees who volunteer the kind of training that will equip them for a career in military service for which they would not otherwise be qualified.

Intelligent evaluation of applicants would include the determination of parole and probationary obligations. Standards of conduct would be established, including the granting to the Job Corps Director the power to dismiss and discipline enrollees who breach standards of conduct.

Counseling services are planned that would provide the service of developing job opportunities and effective transition of Job Corps enrollees to further training programs or employment.

2. *Neighborhood Youth Corps*.—A Neighborhood Youth Corps program will be established in the Department of Labor to be administered once again under the manpower, development, and training programs.

Enrollees in the program may *only* be those youths whose family incomes meet a standard of poverty established by the Secretary or whose families are on welfare.

Two types of programs would be established to meet the special needs of enrollees.

A. An *in-school* program is designed to provide employment for those youths who are in the need of remunerative employment to resume or continue their education. This program would be run by a public or a private, nonprofit agency.

B. An *Industry Youth Corps* is established for those youths who, it has been determined, cannot profit from further regular academic training. Enrollees in this program would be employed by private, profitmaking enterprises while receiving personally oriented vocational training. Two-thirds of the wages of the enrollee would be paid by the employer and one-third paid by the Labor Department, thus enabling many more youths to participate at less public expense.

3. *Community Action program*.—The Community Action program has the most exciting potential as a total commitment to combat poverty. To allow the potential to be fulfilled, the bill sets out basic criteria for the selection and qualification of community action boards. The criteria would prevent the divisive conflict that

has marked Community Action in the past by allowing total involvement of all individuals and groups in meaningful communication to plan and implement programs.

The unique and distinctive needs of rural areas would be met by special provisions for the establishment of Community Action programs in those areas. Recognizing the present inequity in the distribution of Community Action funds, which has resulted in the rural areas being terribly underfunded, criteria would be established reserving separate funds that may only be used for rural areas.

Fiscal controls would be established by the requirement for preaudits, audit controls, and salary limitations.

4. *State bonus plan.*—Present poverty programs have almost completely ignored the important contribution that can be made by States in combating poverty. For this purpose, we have established provisions to have the States join as partners with the Federal Government in Community Action programs under the Opportunity Crusade.

5. *Headstart.*—As the original sponsors of a preschool program, Republicans are incensed to see this program, the most successful of all the poverty programs, become entangled in bureaucratic confusion and deprived of necessary funds. To put Headstart on the proper track, we advocate that the program be transferred to the Office of Education to be run under the Elementary and Secondary Education Act. Thus, Headstart applications would be given preference for full funding. It is estimated that this would double the amount of money for Headstart available under the Democratic amendment.

6. *Adult basic education.*—This program would be transferred, by the Opportunity Crusade, to the Office of Education. The emphasis would be directed to programs of functional education in the basic subjects of the English language and mathematics. Neighborhood programs specifically adapted to the customs and practices of the residents would be encouraged.

7. *Rural loans and migrant programs.*—Authority for the loan and migrant programs would be granted to the Secretary of Agriculture to be administered by the Farmers Home Administration. Loan provisions for low-income rural families would be liberalized.

Special programs would be operated for migrant laborers to develop their skills for permanent employment, and to provide minimum standards of housing, transportation and other conditions.

8. *Small business loans and incentives.*—This program would be under the authority of, and operated by, the Small Business Administration. Funds are provided specifically for this title to prevent a repetition of the starvation of small business as in the past year when the program was brought to a disappointing halt by a lack of funds.

9. *Work experience.*—The Department of Health, Education, and Welfare will have sole authority and responsibility for the work experience program. HEW is particularly equipped to administer this program which is designed to train adults inured to the perpetual cycle of public assistance and welfare to become self-supporting and capable of sustaining themselves and/or their families.

10. *Employment service automation.*—The employment service would be automated to provide high-speed, reliable joining of individuals with jobs.

11. *Job survey.*—The Labor Department would institute a long-overdue national skill survey to pinpoint the thousands of skilled job categories for which qualified applicants cannot be found.

MORE IS NEEDED

There are two other provisions which Republicans urge be adopted for a true opportunity crusade. First, we urge the adoption of the Republican Human Investment Act under which employers will receive up to a 7-percent tax credit for money spent to train and employ people with low skills. It is time that tax incentives be given to help people, not just build machines.

The original opportunity crusade bill that was introduced contained a provision that would remove all income restrictions on eligibility criteria for social security benefits. The elderly and retired, who can be accurately characterized as the "forgotten poor," would then be permitted and encouraged to work and obtain a livable income without loss of social security benefits.

In accordance with House rules, we were obligated to remove the social security provision from our bill as it does not fall under our committee's jurisdiction. However, we strongly urge that the Ways and Means Committee, promptly consider these vital measures.

CONSENSUS CAMOUFLAGES DISAGREEMENTS

The frantic rush of the Democrats to produce amendments that reflect a consensus, camouflaging their serious disagreements, has resulted in a bill that has left the poverty program more vulnerable to chaos, abuse, and abysmal failure than ever before. In response to many criticisms and constructive proposals made by Republicans over the past 2 years, some committee Democrats finally imposed a few long overdue amendments.

However, there is still little that has been done to structure a program that will produce meaningful results. No attempt has been made to establish selection criteria for Job Corps enrollees. No attempt has been made to alleviate community dissension by developing criteria for community action boards. No attempt has been made to provide meaningful work experience or insist upon basic education for Neighborhood Youth Corps enrollees. No attempt has been made to eliminate the overlap and bureaucratic confusion developing in Headstart. The omissions are endless.

What has been done?

The Job Corps, which has rapidly expanded both in size and in problems, has finally been restricted by a provision that the number of centers may not be expanded beyond present contract commitments and a ceiling of 45,000 enrollees has been imposed. This size limitation gives Job Corps officials a belated opportunity to evaluate their experiences. However, Congress has neglected its obligations to redirect this program along realistic lines.

Democrats won't provide adequate standards

In a party-line vote, Democrats turned down Republican amendments to—

- (1) Establish procedures for evaluation of Job Corps enrollees to identify youths with criminal records and insure adequate pro-

visions to cope with their problems in Job Corps camps without major disruptions; and

(2) Give authority to Job Corps camp directors to enforce standards of conduct and deportment with disciplinary powers, including the power to dismiss enrollees when necessary to preserve the opportunities of others.

Other Republican amendments to the Job Corps that were summarily rejected by the majority were:

(1) A limitation of salaries of Job Corps staff to no more than a 20-percent increase over their previous salaries without specific approval of the Director;

(2) Provisions for job counseling and intensive testing on admission and at least 3 months prior to anticipated graduation of Job Corps enrollees;

(3) Establishment of community advisory groups to provide appropriate job opportunities or training for Job Corps graduates; and

(4) Establishment of military career centers for young men unable to pass physical or mental tests for military service.

One step forward and two steps back

After unrelenting pressure by Republicans, committee members, *for the first time in the 2-year life of the program*, established enrollee eligibility criteria for the Neighborhood Youth Corps. We are relieved to see the adoption of an amendment which hopefully will prevent further instances of truly needy youngsters being displaced in the programs by affluent youngsters from politically prominent families.

Although eligibility criteria have been developed, nothing else has been done to provide meaningful training for Neighborhood Youth Corps enrollees. A Democratic amendment was adopted that ostensibly allows enrollees to receive training in profitmaking organizations. As Republicans first proposed an industry youth corps, we favor a program that provides productive jobs and training for young people in private industry but we cannot possibly accept the amendment adopted in committee.

Carefully evaluated, the Democratic amendment does not fulfill the need of enrollees for vocational training. At best, the program adopted will completely overlap the on-the-job training provisions of the Manpower, Development, and Training Act. The worst feature is that absolutely no criteria are established for training, selection of enrollees, or qualification of sponsors. We shudder to think of a repetition of the abuses which have developed because of an absence of guidelines in other war on poverty programs.

In addition to rejecting the Republican amendment for a carefully structured industry youth corps, Democrats refused to accept our amendments that would have revised the Neighborhood Youth Corps to provide separate out-of-school and in-school programs with careful standards for each.

HEADLONG RETREAT

Responding to the criticism of Community Action programs and fearing the undisciplined child they have fostered, the majority of the Democrats on our committee have united to subtly undermine Community Action. Condemning the original concept as a failure and inoperable, they have sponsored a series of amendments that reduce

the Community Action program to rigid prepackaged programs that will deal with individual problems of poverty in the isolation of the poverty ghettos.

The amendment which dictates that 20 percent of Community Action funds must be granted to "independently funded Community Action programs which are carried on in communities in which there is being carried on concurrently a Community Action program" completely undermines the concept of the program. The true concept is to combine *all* the resources in a community to fight poverty and to initiate a dialog between various elements of a community for effective use of the resources.

There seems to be general agreement that too many Community Action boards are unrepresentative. Instead of moving directly to meet this problem, the Democrats have been satisfied to leave the Community Action boards largely unrepresentative and then simply fund a variety of private programs that not only will be uncoordinated with the overall community effort but, in many instances, will contradict or undermine existing programs.

Under certain circumstances private funding may serve a useful purpose. Congress should define such circumstances. The present Democratic proposal requiring 20 percent of Community Action funds to be spent on independent programs is an invitation to every dissident group to bypass and ignore efforts at community coordination.

Judging by timid and shortsighted policies of OEO administrators in recent months, very few truly independent and representative groups will be funded under this allocation, where they are most needed. The end result will be an escalation of uncoordinated confusion without significant encouragement to the very groups most in need of help.

The Big "If"

Republicans sponsored amendments to give guidance to communities on the matter of representation on, and selection of, a Community Action board. Our amendments would have allowed total involvement of *all* representative segments of the community and particularly guarantee meaningful representation of the poor on policymaking boards. These amendments would have provided a life-giving spark to the potential of Community Action. The majority rejected all such amendments.

In their stead, they adopted a meaningless amendment that States, in a roundabout way, provides that *if* a Community Action board member represents a target area he must be a resident of that area.

Note the important "IF." The amendment does not state that the Community Action board *must* have such representatives.

The open-ended neighborhood adult corps

It appears that the Democrats on our committee are obsessed with the need for producing headline-grabbing programs without specific guidelines or standards. This is the very tendency that produced present poverty scandals. They passed a general authorization and leave it to administrators to define how the objectives will be accomplished.

After 2 years, our Democratic colleagues have been forced to recognize the glaring deficiencies in the poverty program that they chose to

deny in the original election year debate of 1964. Now, in another election year, they are launching a new massive program for adults modeled after the Neighborhood Youth Corps. It bodes well to produce the new "great scandals of 1967."

It is hard to imagine a more loosely drawn, ill-defined proposal than the open-ended neighborhood adult corps that will provide public service jobs for the jobless. No criteria for enrollment is given other than the adult be unemployed. Once again, the Democrats adopted the easy, superficial, shortrun palliative: "Let the Government hire them directly even though they may have to do meaningless and unproductive work."

It is time that we recognize that the poor want productive jobs for which they can qualify. They need training, often in the most basic skills. Yet, provision for occupational training and basic education is not required." Considering the present boom economy and the plethora of jobs going begging, it would seem that virtually all of the employable unemployed will need training to "enhance their prospects for normal employment."

In the present Neighborhood Youth Corps, as we have already noted, only 10 percent of enrollees receive training. Will 90 percent of the neighborhood adult corps enrollees be similarly neglected?

Loss of talent

Democrats on our committee were obviously irked by the numerous examples of Community Action board members lobbying for funds to be given to their own pet projects. Accordingly, they adopted a last-minute, ill-considered amendment barring any grants to private agencies which have a member of their board of directors or an executive officer serving on a Community Action board or as an employee of a Community Action agency.

The intent is obviously to require all employees or board members of private organizations receiving Community Action funds to resign from Community Action organizations. The full ramifications of this action are difficult to assess. Apparently employees or board members of innumerable private social welfare agencies would be ineligible to serve on Community Action agency boards or be employees of those agencies.

One of the primary objectives of a Community Action board is to enlist the talent and experience of those organizations and people who have been fighting poverty for years. Are citizens who have been serving diligently on Family Services, United Fund, Boys Clubs, YWCA's and similar organizations to be barred from Community Action service in the future?

Danger signals

Danger signals have been flashing in Headstart from the outset. A basically sound program has been subjected to unbelievable chaos in its administration. It has been successful in spite of rather than cause of, poverty officials. The biggest problem has been that both education and poverty money is available to fund Headstart programs. Where do local school systems apply for funds? How much education money must they blend with poverty money in funding Headstart? Conflicting, ever-changing standards have imposed a burden of redtape on many local school officials. Specific examples of this, all too characteristic, have been cited elsewhere in this report.

Headstart should be administered by a single Federal agency with clear and simple guidelines. Republican efforts to transfer the Headstart program to the Office of Education, where all efforts could be unified and where the program could be fully funded, were defeated.

The burden on the budget would be relieved by transferring Headstart to the jurisdiction of the ESE Act because the necessary funds have already been appropriated. Why, then, when Sargent Shriver testified before our committee that only half the eligible 5-year-olds are able to be included in the OEO program, do the Democratic members refuse to allow Headstart to be funded to the greatest extent possible?

No protection provided

The poor often are in need of small emergency loans and find themselves victims of unscrupulous loan sharks who charge usurious interest rates. Such loan activities can and should be controlled at local and State levels. The democratic answer to the problem is a vaguely defined authority for the Director to make direct loans up to a maximum of \$300 at a 2 percent per annum rate of interest; \$8 million is authorized for this purpose.

This loan provision was hastily slapped into the bill without consultation with experts on the Banking and Currency Committee or elsewhere. No testimony was ever received recommending such a proposal, nor specifying how it could be effectively administered. After intensive study and careful draftsmanship, it is quite possible a workable program could be devised to meet this need. A slap-dash \$8 million proposal, such as this, holds little promise to the poor to meet their needs in this area.

Adult basic education

Basic education is a primary need for many of the poor. The Opportunity Crusade appropriates more money for basic education than is provided under the present bill. In addition, it would require that the needed basic training or education be provided to Neighborhood Youth Corps enrollees and participants in other poverty programs where appropriate.

More warning signals ignored

Despite the testimony that we referred to earlier on the critical shortage of funds and lack of coordination between SBA and OEO, *no substantive changes were made to title IV*. No guidelines were given for interagency cooperation.

Amendments sponsored by Republicans, and unanimously rejected by the majority, would have transferred full authority for the program to the Small Business Administration and appropriated funds to SBA for exclusive use in this program.

Disruptive transfer

The recipients of aid and training under the work experience program are in the view of the minority the crux of the poverty group. These are the people who for three or four generations, in times of prosperity as well as depression, have remained totally dependent on welfare for subsistence. For a substantial number of them, welfare is a way of life. Welfare checks, food stamps, medical care, and hospitalization provide a sense of security in the welfare status. They are fully aware that these benefits will be lost when they accept

employment. The task of motivating some welfare recipients to seek gainful employment is a difficult one. In addition to this factor, it is in this group that we find the highest incidence of inability to read or write, illegitimate children, and a lack of initiative and ambition.

The Department of Health, Education, and Welfare has been dealing with these people for decades. Welfare administrators know them and their problems. We feel there is much to be desired in the performance of HEW with regard to training individuals and placing them in jobs. That is why the Republicans proposed an amendment, arbitrarily rejected, that HEW be given full authority for the program which it now operates.

Committee Democrats passed an amendment that will transfer authority for the training aspects of the program to the Department of Labor, leave supportive services to be provided by HEW and controlling authority in OEO. Such a three-ring circus, in our view, will compound confusion. The transfer of the work experience job training to the Department of Labor is foolish. Our viewpoint is supported by comments from Mr. Raymond Hilliard and Mr. L. L. Vincent:

TITLE V

On May 3, 1966, Mr. Raymond Hilliard, director of public aid for Cook County, Ill., advised that legislation to place the work experience program (title V) under the Labor Department would be most unfortunate for the following reasons:

1. The Department of Labor has had no experience whatever with what are now the hard-core poor people who by reason of inability to read or psychological disturbances or by family brokenness, by all things that could be said are hard-core slum living. Welfare administrators and personnel live with these people. The Department of Labor from top to bottom has never seen them. The Department of Labor in the past has preferred to pass them by as if they didn't exist.

2. The people enrolled in title V programs are, for the most part, those in no way qualified for jobs. This is an area of preparation for preparation for jobs. If the program is transferred to the Department of Labor, it would be handled similar to MDTA. "The day MDTA can do what the Department of Welfare is doing under title V, I will be glad to give it to them," Mr. Hilliard said.

3. "Title V is just really beginning to get rolling and show. I would be worried about Labor * * * I would be more worried about Labor than with it at OEO. I think the title V program in Chicago would grind to a halt and I am not sure it would ever get organized," Mr. Hilliard said. He pointed out a change from HEW would involve a process of going through the same problem of getting acquainted with the people and chasing all of the likely sounding but fruitless approaches.

4. Mr. Hilliard stated the relationship of his Department with HEW has been eminently satisfactory, with one big exception. The one exception has to do with a multitude of forms, most of which he feels are unnecessary. He felt it would be a great help if HEW would concentrate on some simplification of reporting.

On May 3, 1966, Mr. Charles Lewis, executive secretary to Mr. L. L. Vincent, commissioner, Department of Welfare, State of West

Virginia, who served as a spokesman for Mr. Vincent, advised Mr. Vincent would be opposed to legislation transferring the work experience program (title V) to the Department of Labor. It was the informal opinion of Mr. Vincent the move would not be feasible for the following reasons:

1. The Department of Labor in the past has shown no particular interest in the people who are in the title V program and have no record of finding these people jobs.
2. The Department of Labor's training programs adhere to groups with educational levels higher than the people in the title V program.
3. The Department of Labor has tried programs with this particular group without very much success.
4. HEW has spent the last year setting up title V programs nationwide and a transfer at this time might well lead to administrative chaos.

Open admission

Since the Economic Opportunity Act was passed in 1964, Republicans have documented the fact that the war on poverty was conceived and operated substantially for partisan political purposes. To curb political abuses, Republicans urged that Hatch Act provisions applying to title I be extended to all sections of the act.

Chairman Powell even opened the 1965 poverty hearings with the charge that the poverty program contained "giant fiestas of political patronage." Nonetheless, House Democrats turned down Republican amendments to provide Hatch Act coverage. The majority was either unwilling to stop these intolerable abuses or to admit to them.

This year, the Democratic committee members finally admitted the truth of our charges by adopting an amendment to have the Hatch Act cover all war on poverty activities.

As supporters of a similar amendment, we welcome this long-delayed action. Its enforcement in practice is another thing which we shall watch closely.

COMMITMENT TO A REALISTIC PROGRAM

It should be the finding of Congress that, in spite of the impressive historical record of this Nation in offering unrivaled opportunities for advancement to our citizens, much remains to be done. Artificial barriers and indigenous backgrounds too often inhibit the full development of individual potential. It is not enough, however, simply to launch a program with compelling and persuasive objectives. A realistic program to help restore dignity and hope to those who are unable to sustain themselves in modern society is our urgent imperative. A program which merely raises expectations and administrative salaries without meaningful results fails to meet the dynamic requirements of our society. Those citizens who are to be served by government programs must have a significant role in helping themselves. Expenditures by government to do things *to* beneficiaries, rather than in partnership *with* beneficiaries, is a miscarriage of the true congressional purpose of dignifying human lives.

It should therefore be the policy of the United States to provide these individuals at low levels of income and education with the power and hope necessary to raise themselves above the levels of poverty.

To accomplish this objective, Congress should declare its intent that the needs of the very young be given first priority. Sensible and diverse programs, emphasizing education, health, strengthening of the family and productive jobs must have maximum local and individual participation. Community action, involving the poor at policymaking levels with officials and citizens of talent and experience, is the indispensable ingredient of success. Permanent, productive jobs, with personal dignity and independence must be provided primarily by private enterprise.

It is the role of government to stimulate, educate, and provide incentives. All levels of government must participate in a meaningful way.

As a complete substitute for the faltering, scandal ridden war on poverty, Republicans call for a new program to launch an opportunity crusade for the isolated Americans imprisoned by poverty.

WILLIAM H. AYRES.

ALBERT H. QUIE.

CHARLES E. GOODELL.

JOHN M. ASHBROOK.

DAVE MARTIN.

ALPHONZO BELL.

GLENN ANDREWS.

EDWARD J. GURNEY.

ADDITIONAL MINORITY VIEWS OF CONGRESSMAN AYRES

Despite deep reservations concerning the form of the proposed "war on poverty," I did not sign the minority views when the original bill was reported out of our committee on June 3, 1964. It was my hope, even then, that the Congress would "stop, look, and listen" and then take action to find the way to an effective war on poverty.

PROBLEMS COULD HAVE BEEN AVOIDED

On the floor of the House, on August 6, 1964, during the debate on the poverty bill, I stated:

I favor an all-out attack on poverty. I do believe that we probably can improve existing legislation and devise new methods of attack if we knew exactly the effectiveness of present legislation and better understood the problem from a local level.

I therefore offered a substitute bill—H.R. 12040—to create a Presidential Commission to—

review the scope, cost, and effectiveness of all existing programs; to examine into and analyze the underlying causes of poverty; to define those areas of unmet community and individual needs to which new programs need be directed or established programs redirected to more effectively deal with the causes and effects of poverty; to recommend specific administrative and legislative action which should be taken by the Federal, State, and/or local governments.

My substitute was rejected by a margin of 27 votes.

If only this course had been taken in 1964, we would not now in 1966—2 years and \$2.5 billion later—be faced with a hastily conceived program rushing headlong toward catastrophic failure.

THE "FALL GUY" FOR FAILURE

During the 1964 debate on the poverty bill I said of Mr. Shriver:

The distinguished gentleman who is scheduled to head this new agency (Office of Economic Opportunity) seemed to be working against a most early deadline. I have been told that many of his friends felt that his leadership for this legislation would make him the most popular political figure in the Nation."

After 2 years, it appears that this very able man is going to be made the "fall guy" or "goat" for failures which result inevitably from sloppily drafted legislation. Personally, although I have criticized the excesses of his program, I regret that he should be made the political victim. Mr. Shriver is virtually this administration's last link

with the idealism and graceful style of President Kennedy, so well exemplified by the Peace Corps which Mr. Shriver led brilliantly. We can only hope that this fact serves him as well in high places in Washington as it does with the general public.

OUR PRIMARY CONCERN

As I reminded the House 2 years ago, "Our primary concern is for the less fortunate citizens." That is the concern of my colleagues and myself in presenting the foregoing views; we seek neither political victims nor partisan advantages. We do seek more effective means to attack problems of poverty.

Much of the antipoverty program could still be salvaged and made a serviceable tool for helping the poor. Federal, State, local governments, and private agencies are spending tens of billions of dollars each year in a multitude of antipoverty programs which could be and should be better coordinated and more sharply aimed at eliminating the causes of poverty.

Decent jobs are the first need of the poor; and our efforts to help unskilled, unemployed, and underemployed citizens must be improved. We must reexamine and reevaluate our welfare and educational programs to assure that they are reaching the right people in the right way. This is what I had hoped to accomplish with H.R. 12040 (and an expenditure of \$1.5 million) in 1964. We can still accomplish these purposes in 1966 if this Congress will put aside the politics of poverty and turn to the needs of the poor.

The bill here reported by our committee does little to improve the faltering war on poverty.

WILLIAM H. AYRES.

SEPARATE VIEWS OF THE HONORABLE OGDEN R. REID OF NEW YORK

I agree with certain of the real concerns expressed by my colleagues in the minority views.

It is clear that the antipoverty program has suffered from serious instances of maladministration, lack of full and current accounting controls and procedures, excessive overhead in certain programs, political interference, and failure to involve the poor in meaningful direction of their own future.

Aside from administrative and fiscal failings, another shortcoming has been an inability to coordinate sufficiently and closely all the various training programs with, ultimately, full-time, lasting job opportunities. As of March 1, according to Office of Economic Opportunity estimates, only "85,000 people" in the several programs have been able to get full-time jobs "in the private sector."

An amendment has been offered and accepted by the committee to mandate much closer coordination between the Director of the Office of Economic Opportunity and the Secretary of Labor with public employment offices to insure maximum coordination of all training programs and job opportunities. This is precisely what the Congress intended to do in section 611 of the act but this intent has never been clearly carried out. I am gratified that this amendment and much needed clarification of this approach has been adopted.

It is an unfortunate fact that there were no full committee hearings in the field and that the witnesses requested by the minority were not called by the committee at the hearings held in March. The marking up of major portions of the bill in Democratic caucus is a disturbing departure from traditional congressional procedure wherein full committee consideration is essential to sound legislation.

It is my hope that serious debate can be held on the floor and additional meaningful amendments will be adopted by the House to improve, and in some instances redirect, what is basically—in concept—a sound program. It is a program recognizing our commitment at every level of our society to provide opportunity for some 32 million Americans who are now living in abject poverty and hopelessness despite our general prosperity.

I have supported the antipoverty program in the past and I hope to continue to do so in the future contingent upon the adoption of needed improvements.

OGDEN R. REID.

Union Calendar No. 709

89TH CONGRESS
2D SESSION

H. R. 15111

[Report No. 1568]

IN THE HOUSE OF REPRESENTATIVES

MAY 17, 1966

Mr. GIBBONS introduced the following bill; which was referred to the Committee on Education and Labor

JUNE 1, 1966

Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

A BILL

To provide for continued progress in the Nation's war on poverty.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That this Act may be cited as the "Economic Opportunity
4 Amendments of 1966".

5 AUTHORIZATION OF APPROPRIATIONS

6 SEC. 2. For purposes of carrying out the Economic Op-
7 portunity Act of 1964 (other than part C of title I thereof)
8 there is hereby authorized to be appropriated for the fiscal
9 year ending June 30, 1967, the sum of—

10 (1) \$696,000,000 for carrying out title I,

1 (2) \$832,000,000 for carrying out title II,

2 (3) \$57,000,000 for carrying out title III,

3 (4) \$119,000,000 for carrying out title V,

4 (5) \$15,000,000 for carrying out title VI,

5 (6) \$31,000,000 for carrying out title VIII.

6 TITLE I—AMENDMENTS TO TITLE I OF THE ACT

7 JOB CORPS—STUDIES TO BE PROPERTY OF UNITED STATES

8 SEC. 101. Section 103 (a) of the Economic Opportunity
9 Act of 1964 (hereinafter referred to as “the Act”) is
10 amended by inserting before the semicolon at the end thereof
11 the following: “: *Provided*, That such agreements shall pro-
12 vide that all studies, evaluations, proposals, and data pro-
13 duced or developed with Federal funds in the course of the
14 operation of any conservation camp or training center shall
15 become the property of the United States”.

16 JOB CORPS—HIGH SCHOOL EQUIVALENCY CERTIFICATES

17 SEC. 102. Section 103 (b) of the Act is amended by in-
18 serting before the semicolon at the end thereof the following:
19 “: *Provided*, That such arrangements for education and train-
20 ing of enrollees in the Corps shall, to the extent feasible,
21 provide opportunities for qualified enrollees to obtain educa-
22 tion or training necessary to qualify them for the equivalent
23 of a certificate of graduation from high school”.

JOB CORPS—NUMBER OF WOMEN IN THE CORPS

SEC. 103. Section 104 of the Act is amended by adding at the end thereof the following new subsection:

“(e) The Director shall take such action as may be necessary to insure that, on or before July 1, 1967, the number of women in residence, and receiving training, at Job Corps conservation camps and training centers is at least 10,000.”

**JOB CORPS—MAXIMUM CAPACITY OF JOB CORPS CAMPS
AND CENTERS**

SEC. 104. Section 104 of the Act is amended by adding at the end thereof (after the subsection added by section 103) the following:

“(f) The Director shall not use any funds made available to carry out this part for the fiscal year ending June 30, 1967 in such a manner as to increase the capacity of conservation camps and training centers of the Job Corps above the capacity of 45,000 enrollees in such camps and centers.”

**JOB CORPS—APPLICATION OF FEDERAL EMPLOYEES’
COMPENSATION ACT**

SEC. 105. Section 106 (c) (2) (B) of the Act is amended by striking out “\$150, except that with respect to compensation of disability accruing after the individual concerned

1 reaches the age of twenty-one, such monthly pay shall be
2 deemed to be”.

3 JOB CORPS—PILOT PROJECT ON DAY SCHOOLS

4 SEC. 106. Part A of title I of the Act is amended by add-
5 ing at the end thereof the following new section:

6 “SPECIAL PILOT PROJECT

7 “SEC. 111. The Director shall carry out a pilot project
8 at a Job Corps training center which shall be designed to
9 appraise the feasibility of conducting a training center both
10 as a residential center and as a vocational school for day
11 students. In conducting such project the Director may
12 waive any of the preceding provisions of this part insofar as
13 they would apply to such day students. The Director shall
14 make a report to the Congress on or before March 1, 1968,
15 of the information derived by him from such pilot project.”

16 WORK TRAINING PROGRAMS—REVISION OF THE PROGRAM

17 SEC. 107. (a) Sections 111, 112, and 113 of Part B of
18 title I of the Act are amended to read as follows:

19 “NEIGHBORHOOD YOUTH CORPS

20 “SEC. 112. (a) The Director shall formulate and carry
21 out—

22 “(1) programs to provide part-time employment,
23 on-the-job training, and useful work experience for
24 students from low-income families who are in the ninth
25 through twelfth grades of school (or are of an age

equivalent to that of students in such grades) who are in need of the earnings to permit them to resume or maintain attendance in school, and

“(2) programs to provide unemployed individuals useful work experience and on-the-job training, combined where needed with educational and training assistance, including basic literacy and occupational training designed to assist the individuals to develop their maximum occupational potential. Participation shall be limited to individuals aged sixteen through twenty-one years.

“(b) In determining for purposes of paragraph (1) of subsection (a) whether a student is from a low-income family, the Director shall consider a student to be from such a family if the family receives cash welfare payments.

“FINANCIAL ASSISTANCE

“SEC. 113. (a) The Director is authorized to enter into agreements providing for the payment by him of part or all of the cost of a program submitted under section 112 if he determines, in accordance with such regulations as he may prescribe, that—

“(1) enrollees (except those engaged in on-the-job training) will be employed either (A) on publicly owned and operated facilities or projects, or (B) on

1 local projects sponsored by private nonprofit organiza-
2 tions;

3 “(2) no enrollees will be employed on projects in-
4 volving political parties, or the construction, operation,
5 or maintenance of so much of any facility as is used or to
6 be used for sectarian instruction or as a place for reli-
7 gious worship;

8 “(3) the program will not result in the displacement
9 of employed workers or impair existing contracts for
10 services; and

11 “(4) the rates of pay for time spent in work, train-
12 ing or education and other conditions of employment
13 will be appropriate and reasonable in the light of such
14 factors as the type of work performed, geographical re-
15 gion, and proficiency of the employee.

16 “(b) In approving on-the-job training projects, the Di-
17 rector is authorized to enter into agreements with other than
18 public or private nonprofit organizations to pay reasonable
19 training costs but not wages paid to enrollees for services
20 performed.

1 “(c) In approving projects under this part, the Director
2 shall give priority to projects with high training potential
3 and high potential for contributing to the upward mobility
4 of the trainee.”

5 (b) Section 114 (a) of the Act is amended by striking
6 out “who have attained age sixteen but have not attained
7 age twenty-two,”.

8 (c) Section 115 of such Act is amended by striking out
9 “paid for the period ending three years after the date of
10 enactment of this Act” and by striking out “and such assist-
11 ance paid for periods thereafter shall not exceed 50 per
12 centum of such costs,”.

13 TITLE I PROGRAMS—DURATION; LIMITATION ON USE OF
14 FUNDS

15 SEC. 110. Part D of title I of the Act is amended to
16 read as follows:

17 "PART D—DURATION OF PROGRAM

18 “SEC. 131. (a) The Director shall carry out the pro-
19 grams for which he is responsible under this title during the
20 fiscal year ending June 30, 1967, and the three succeeding

1 fiscal years. For each such fiscal year only such sums may
2 be appropriated as the Congress may authorize by law.

3 “(b) Of the funds appropriated to carry out this title for
4 any fiscal year, not less than \$496,000,000 shall be available
5 only for carrying out part B thereof.”

6 TITLE II—AMENDMENTS TO TITLE II OF THE
7 ACT

8 COMMUNITY ACTION—DEFINITION OF “COMMUNITY”

9 SEC. 201. Section 202 (a) (1) of the Act is amended by
10 inserting “in an attack on poverty” after “utilizes”, and by
11 striking out “in an attack on poverty” and inserting in lieu
12 thereof “or any neighborhood or other area (irrespective of
13 boundaries or political subdivisions) which is sufficiently
14 homogeneous in character to be an appropriate area for an
15 attack on poverty under this part”.

16 COMMUNITY ACTION—RESIDENCE OF AREA

17 REPRESENTATIVES

18 SEC. 202. Section 202 of the Act is amended by adding
19 at the end thereof the following new subsection:

20 “(c) The Director shall not approve a community action
21 program which is conducted, administered, or coordinated by
22 a board which contains representatives from various geo-
23 graphical areas in the community unless such representatives
24 are required to live in the area they represent.”

1 COMMUNITY ACTION—USE OF LATEST DATA IN MAKING
2 ALLOTMENTS

3 SEC. 203. Section 203 (b) of the Act is amended (1)
4 by inserting after “State” the second time it appears in para-
5 graph (1) the following “(as determined on the basis of the
6 latest calendar or fiscal year data, whichever is later)”,
7 (2) by inserting after “States” the second time it appears
8 in such paragraph the following “(as so determined)”, (3)
9 by inserting after “State” the second time it appears in
10 paragraph (2) the following “(as determined on the basis
11 of the latest calendar or fiscal year data, whichever is later)”,
12 and (4) by inserting after “States” the second time it ap-
13 pears in paragraph (2) the following “(as so determined)”.

14 COMMUNITY ACTION—SALARY LIMITS

15 SEC. 204. Section 205 (a) of the Act is amended by
16 adding at the end thereof the following new sentence: “The
17 Director shall require that where an agency pays an em-
18 ployee engaged in carrying out a community action pro-
19 gram at a rate in excess of \$12,500 per annum, payment of
20 such excess shall not be made from Federal funds; and any
21 amount paid such an employee in excess of \$12,500 per
22 annum shall not be considered in determining whether sec-
23 tion 208 (a) has been complied with.”

1 COMMUNITY ACTION—WORK TRAINING FOR UNEMPLOYED

2 SEC. 205. (a) Section 205 of the Act is amended by
3 striking out subsection (d).

4 (b) Part A of title II of the Act is amended by adding
5 at the end thereof the following:

6 “USEFUL WORK TRAINING FOR UNEMPLOYED ADULTS

7 “SEC. 211-1. The Director shall formulate and carry out
8 programs to provide unemployed adults useful work training
9 opportunities which will enable individuals employed under
10 the program to enjoy opportunity for promotion and ad-
11 vancement, enhance their prospects of normal employment
12 without Federal assistance, and permit or contribute to an
13 undertaking or service in the public interest, including, but
14 not limited to, health, education, welfare, public safety, con-
15 servation, development or management of natural resources,
16 recreational areas, Federal, State and local parks and play-
17 grounds, and betterment and beautification of the community
18 or area served by the program. Such work experience shall
19 be combined, where needed, with educational and training
20 assistance, including basic literacy and occupational training.
21 Such program shall be conducted in a manner consistent
22 with policies applicable under this Act for the protection of
23 employed workers and the maintenance of basic rates of pay
24 and other suitable conditions of employment. Assistance
25 under this section shall not exceed 90 per centum of the cost

1 of carrying out programs under this section unless the Direc-
2 tor determines, pursuant to regulations adopted and promul-
3 gated by him establishing objective criteria for such deter-
4 minations, that assistance in excess of such percentage is re-
5 quired in furtherance of the purposes of this section. Non-
6 Federal contributions may be in cash or in kind, fairly
7 evaluated, including but not limited to plant, equipment, and
8 services. Of the sums appropriated to carry out this title in a
9 fiscal year, not less than \$88,000,000 shall be used only
10 to carry out this section.”

11 COMMUNITY ACTION—USE OF PUBLIC FACILITIES

12 SEC. 206. Section 205 (e) of the Act is amended by in-
13 serting before the period at the end thereof the following:
14 “and to programs which make the maximum utilization of
15 existing schools, community centers, settlement houses, and
16 other facilities during times they are not in use for their
17 primary purpose”.

18 COMMUNITY ACTION—FUNDING INDEPENDENT PRO-
19 GRAMS; MEMBERSHIP IN SPONSORING ORGANIZA-
20 TIONS

21 SEC. 207. Section 205 of the Act is amended by adding
22 at the end thereof the following new subsections:

23 “(f) The Director shall carry out this part in such a
24 manner as to insure that, of funds available for carrying out
25 sections 204 and 205, at least 20 per centum will be used

1 for carrying out independently funded community action
 2 programs which are carried on in communities in which
 3 there is being carried on concurrently a community action
 4 program for which an overall community action agency
 5 assumes responsibility for planning, developing, and coordi-
 6 nating communitywide antipoverty programs and provides
 7 for the involvement and participation of public and private
 8 nonprofit agencies. For purposes of this subsection, a pro-
 9 gram will be deemed to be independently funded if the
 10 grantee is one that develops, and is funded to operate only,
 11 programs which are of limited scope and which does not have
 12 broad comprehensive community representation on its
 13 policymaking board, whether or not the grantee sponsors
 14 one or several component programs.

15 “(g) No officer or employee of the Office of Economic
 16 Opportunity shall be an executive officer or a member of
 17 the board of directors of any organization (other than a
 18 religious organization) with which the Director has entered
 19 into a contract under this section to carry out a community
 20 action program or a component program thereof.”

21 COMMUNITY ACTION—RESEARCH AND DEMONSTRATIONS;
 22 NARCOTICS ADDICTION; EMERGENCY FAMILY LOANS

23 SEC. 208. Section 207 of the Act is amended by insert-
 24 ing “(a)” after “SEC. 207.”, by striking out “15 per
 25 centum” and inserting “5 per centum”, and by adding at

1 the end thereof the following: "No grant or contract for a
2 research or demonstration project shall be made under this
3 section after January 1, 1967, except pursuant to an overall
4 plan setting forth specific objectives to be achieved under
5 this section and setting forth priorities among such objec-
6 tives. Such plan, to the extent it contemplates activities or
7 programs that may be undertaken by other Federal agencies
8 or the making of grants or contracts that might be made by
9 other Federal agencies having demonstration and research
10 responsibilities, shall be approved by the Director only after
11 consultation with such agencies. The Director shall include
12 as part of the annual report required by section 608, or as a
13 separate and simultaneous report, a description of the prin-
14 cipal research and demonstration activities undertaken dur-
15 ing each fiscal year under this part, a statement indicating
16 the relation of such activities to the plan and the policies of
17 this Act, and a statement with respect to each such category,
18 indicating the time or period, and to the extent possible the
19 manner, in which the benefits or expected benefits of such
20 activities will or are expected to be realized. The Director
21 shall require that all applications or proposals for research,
22 training, or demonstrations shall be filed simultaneously in
23 the appropriate regional office of the Office of Economic
24 Opportunity, and shall require such offices to review and

1 make recommendations with respect thereto within fifteen
2 days from the date of filing.

3 “(b) The Director shall formulate and carry out under
4 this section programs for the prevention of narcotic addiction
5 and the rehabilitation of narcotic addicts. Such programs
6 shall include provisions for the detoxification, guidance,
7 training, and job placement of narcotic addicts. Of the
8 funds available for carrying out this section in any fiscal year,
9 not less than \$12,500,000 shall be used to carry out this
10 subsection.

11 “(c) The Director shall formulate and carry out under
12 this section a program for making small loans to persons in
13 low-income families to meet immediate and urgent family
14 needs. The total outstanding balance of loans made to an
15 individual under this subsection may not at any time exceed
16 \$300. Loans under this subsection shall bear interest at the
17 rate of 2 per centum per annum and shall be made on such
18 other terms and conditions as the Director may prescribe.
19 In carrying out this subsection, the Director shall make maxi-
20 mum feasible use of Federal credit unions. Of the sums
21 available to carry out this section in any fiscal year, not less
22 than \$8,000,000 may be used only to carry out this sub-
23 section.”

24 COMMUNITY ACTION—LIMITATIONS ON ASSISTANCE

25 SEC. 209. Section 208 (a) of the Act is amended by
26 striking out “three years after the date of enactment of this

1 Act” and inserting in lieu thereof “June 30, 1967”, and by
2 striking out “50 per centum” and inserting in lieu thereof
3 “80 per centum”.

4 COMMUNITY ACTION—DELETION OF PREFERENCE PROVI-
5 SIONS; RESERVATION OF FUNDS FOR HEADSTART AND
6 LEGAL SERVICES PROGRAMS

7 SEC. 210. Title II of the Act is amended by striking out
8 section 211, and inserting in lieu thereof the following new
9 section 211:

10 “HEADSTART AND LEGAL SERVICES PROGRAMS

11 “SEC. 211. The Director shall take such action as may
12 be necessary to insure that, of the sums reserved under sec-
13 tion 203 (a) for carrying out sections 204 and 205 for each
14 fiscal year—

15 “(1) not less than \$352,000,000 shall be used only
16 for carrying out programs eligible for assistance under
17 such sections which assist young children who have not
18 reached the age of compulsory school attendance and
19 which include (A) the furnishing of such comprehensive
20 health, nutritional, social, educational and mental health
21 services as the Director finds will aid such children to at-
22 tain their greatest potential, (B) the provision of appro-
23 priate activities to encourage the participation of parents
24 of such children and the effective use of their services, and
25 (C) such other training, technical assistance, evaluation

1 and follow-through activities as may be necessary or
2 appropriate; and

3 “(2) not less than \$22,000,000 shall be used only
4 for carrying out programs eligible for assistance under
5 such sections, which provide legal advice and legal rep-
6 resentation to persons when they are unable to afford
7 the services of a private attorney, together with legal
8 research and information as appropriate to mobilize the
9 assistance of lawyers or legal institutions, or combina-
10 tions thereof, to further the cause of justice among per-
11 sons living in poverty.”

12 ADULT BASIC EDUCATION—LACK OF BASIC SKILLS

13 SEC. 211. Section 212 of the Act is amended by insert-
14 ing after “language,” the following: “or lack of similar basic
15 skills,”.

16 ADULT BASIC EDUCATION—STATE PLAN REQUIREMENTS

17 SEC. 212. Section 214 (a) of the Act is amended to read
18 as follows:

19 “SEC. 214. (a) The Director shall approve a State plan
20 which sets forth a program for use, in accordance with sec-
21 tion 213 (b), of grants under this part, and which (consist-
22 ent with such basic criteria as the Director may prescribe) —

23 “(1) contains a system of specific priorities ade-

1 quate to assure the most effective use of funds, having
2 regard to the number of persons described in section 212
3 in different areas of the State, the extent of their educa-
4 tional deficiencies, and the degree to which local pro-
5 grams or projects under this part will assist such persons
6 to become more responsible and effective citizens;

7 “(2) contains specific provisions for cooperative
8 arrangements with appropriate public or nonprofit agen-
9 cies within the State concerned with problems of pov-
10 erty, employment, and health related to the purposes of
11 this section, and sets forth specific procedures for im-
12 plementing such arrangements in connection with local
13 projects and programs, as necessary or appropriate to
14 assure that related services or assistance needed by par-
15 ticipants will be provided and that such projects and
16 programs will be carried on in a coordinated manner
17 consistent with the provisions and purposes of this Act;

18 “(3) provides such criteria as may be necessary
19 to assure that all projects and programs are carried on
20 in a way responsive to the needs and abilities of adults
21 who are educationally and economically disadvantaged
22 and that use is made of services, facilities, staff, systems,
23 and methods that will best contribute to this objective;

24 “(4) provides that projects and programs initiated

1 or supported under the plan will be subject to adequate
2 procedures for evaluation of their effectiveness and for
3 the dissemination of the results of such evaluations
4 whenever appropriate to interested agencies and persons
5 throughout the State; and

6 “(5) provides for administration by the State edu-
7 cational agency in accordance with procedures and
8 policies to (A) assure proper disbursement of and ac-
9 counting for all funds granted under section 213, (B)
10 enable the State agency to make such prompt reports to
11 the Director containing such information as may be
12 required to permit him to determine the current status of
13 operations or actions taken under the State plan, or as
14 may otherwise be necessary to enable him to perform his
15 duties under this part or any applicable provision of this
16 Act, and (C) assure that such supporting books, records,
17 and other documentation will be maintained, and made
18 available to the Director, as he finds reasonably necessary
19 to verify reports or otherwise discharge his responsi-
20 bilities.”

21 ADULT BASIC EDUCATION—REALLOTMENTS

22 SEC. 213. Subsections (b) and (c) of section 215 of the
23 Act are amended to read as follows:

24 “(b) The portion of any State’s allotment under sub-

1 section (a) which the Director determines will not be re-
2 quired, for the period such allotment is available, for carrying
3 out the State plan (if any) approved under this part shall
4 be available, first, for use within such State for the purpose
5 of grants under section 218 (b), and then, for reallocation
6 in accordance with subsection (c).

7 “(c) Reallocation as authorized by subsection (b) may
8 be made from time to time in such States during any fiscal
9 year as the Director may fix. Reallocations of funds from
10 one State shall be made to other States in proportion to the
11 original allotments to such States under subsection (a) for
12 such year, but with such proportionate amount for any of
13 such other States being reduced to the extent it exceeds the
14 sum of (1) the amount which the Director estimates such
15 State needs and will be able to use for such period for
16 carrying out its State plan approved under this part, and
17 (2) any amount which the Director determines may be
18 allowed for the purpose of grants under section 218 (b) in
19 such State; and the total of such reductions shall be similarly
20 reallocated among the States whose proportionate amounts
21 are not reduced. Any amount reallocated to a State under
22 this subsection during a year which is not made available
23 for purposes of grants under section 218 (b) shall be deemed
24 part of its allotment under subsection (a) for such year.”

ADULT BASIC EDUCATION—FEDERAL SHARE

SEC. 214. Section 216 (b) of the Act is amended to read as follows:

“(b) The Federal share for each State shall not exceed 90 per centum.”

ADULT BASIC EDUCATION—SPECIAL PROJECTS AND
TEACHER TRAINING

SEC. 215. Section 218 of the Act is amended to read as follows:

“SPECIAL PROJECTS AND TEACHER TRAINING

“SEC. 218. (a) Not to exceed 25 per centum of the funds appropriated or allocated to carry out this part for any fiscal year may be reserved for use in making special project grants and in providing teacher training as authorized in this section.

“(b) The Director is authorized to make grants to local educational agencies or other public or private nonprofit agencies for the purpose of special projects which will be carried out in furtherance of the purpose of section 212 and which—

“(1) involve the use of innovative methods, systems, materials, or programs which the Director determines may have national significance or be of special

1 value in promoting effective programs under this part,
2 or

3 “(2) involve activities in adult basic education,
4 which the Director determines are so coupled with other
5 Federal, federally assisted, State, or local programs, as
6 to have unusual promise in promoting a comprehensive
7 or coordinated approach to the problems of low-income
8 persons with basic educational deficiencies as described
9 in section 212.

10 The Director shall establish procedures for making of grants
11 under this section which shall (1) require a local or non-
12 Federal contribution of at least 10 per centum of the project
13 costs wherever feasible and not inconsistent with the pur-
14 poses of this section, and (2) assure that in advance of any
15 grant an opportunity for review and comment will be af-
16 forded (A) to the State educational agency of the State
17 in which the project will be carried on and (B) to appro-
18 priate local educational agencies (either directly or through
19 the State educational agency) in the case of any grants not
20 proposed to be made to such agencies.

21 “(c) The Director is authorized to provide (directly
22 or by contract), or to make grants to colleges and univer-

1 cities, State or local educational agencies, or other appro-
2 priate public or private nonprofit agencies or organizations
3 to provide, training to persons engaged or are preparing to
4 engage as instructors for individuals described in section 212,
5 with such stipends and allowances, if any (including travel-
6 ing and subsistence expenses), for persons undergoing such
7 training and their dependents as the Director may by or pur-
8 suant to regulation determine. Such regulations shall pro-
9 vide that where such training is in the form of fellowships
10 such stipends shall not exceed the stipend provided for under
11 section 404 (a) of the National Defense Education Act of
12 1958, and that in the case of persons receiving other forms
13 of training such stipend shall not exceed the stipend provided
14 for under section 1102 of such Act.”

15 TITLE II PROGRAMS—DURATION; LIMITATION ON USE OF
16 FUNDS

17 SEC. 216. Part D of title II of the Act is amended to
18 read as follows:

19 “PART D—DURATION OF PROGRAM

20 “SEC. 221. (a) The Director shall carry out the pro-
21 grams provided for in this title during the fiscal year ending
22 June 30, 1967, and the three succeeding fiscal years. For

1 each such fiscal year only such sums may be appropriated
2 as the Congress may authorize by law.

3 “(b) Of the sums appropriated to carry out this title
4 for a fiscal year, not less than \$26,500,000 shall be available
5 only for carrying out part B of this title.”

6 TITLE III—AMENDMENTS TO TITLE III OF THE
7 ACT

8 RURAL AREAS—LOAN AUTHORITY

9 SEC. 301. Section 302 (a) of the Act is amended by
10 striking out “exceeding \$2,500 in the aggregate” and in-
11 serting in lieu thereof “resulting in an aggregate indebted-
12 ness of more than \$3,500 at any one time”.

13 TITLE III PROGRAMS—DURATION

14 SEC. 302. Part C of title III of the Act is amended to
15 read as follows:

16 “PART C—DURATION OF PROGRAM

17 “SEC. 321. The Director shall carry out the programs
18 provided for in this title during the fiscal year ending June
19 30, 1967, and the three succeeding fiscal years. For each
20 such fiscal year only such sums may be appropriated as the
21 Congress may authorize by law.”

1 TITLE IV—DURATION OF PROGRAMS UNDER
2 TITLE IV OF THE ACT

3 SEC. 401. Section 407 of the Act is amended to read as
4 follows:

5 “DURATION OF PROGRAM

6 “SEC. 407. The Director shall carry out the programs
7 provided for in this title during the fiscal year ending June
8 30, 1967, and the three succeeding fiscal years.”

9 TITLE V—REVISION OF TITLE V OF THE ACT

10 SEC. 501. (a) Title V of the Act is amended to read as
11 follows:

12 “TITLE V—WORK EXPERIENCE AND TRAINING
13 PROGRAMS

14 “STATEMENT OF PURPOSE

15 “SEC. 501. It is the purpose of this title to expand the
16 opportunities for constructive work experience and other
17 needed training available to persons (including workers in
18 farm families with less than \$1,200 net family income, unem-
19 ployed heads of families and other needy persons) who are
20 unable to support themselves or their families.

21 “TRANSFER OF FUNDS

22 “SEC. 502. In order to permit the carrying out of work
23 experience and training programs meeting the criteria set
24 forth in part D of title II of the Manpower Development and
25 Training Act of 1962, the Director is authorized to transfer
26 funds to the Secretary of Health, Education, and Welfare

1 to enable him (1) to make payments under section 1115 of
2 the Social Security Act for experimental, pilot, or demonstra-
3 tion projects which provide pretraining services and basic
4 maintenance, health, family, basic education, day care, coun-
5 seling, and similar supportive services required for such pro-
6 grams, and (2) to reimburse the Secretary of Labor for
7 carrying out the activities described in such part D of title
8 II of the Manpower Development and Training Act of 1962.
9 Costs of such projects and activities shall, notwithstanding
10 the provisions of the Social Security Act and the Manpower
11 Development and Training Act of 1962, be met entirely from
12 funds appropriated to carry out this title: *Provided*, That
13 such funds may not be used to assist families and individ-
14 uals insofar as they are otherwise receiving or eligible to
15 receive assistance or social services through a State plan
16 approved under titles I, IV, V, XIV, XVI, or XIX of the
17 Social Security Act.

18 "LIMITATIONS ON WORK EXPERIENCE AND TRAINING
19 PROGRAMS

20 "SEC. 503. (a) The provisions of paragraphs (1) to
21 (6), inclusive, of section 409 of the Social Security Act,
22 unless otherwise inconsistent with the provisions of this title,
23 shall be applicable with respect to work experience and train-
24 ing programs assisted with funds under this title.

25 "(b) Participation of individuals in work experience
26 and training programs shall be limited to 24 months, except

1 that nothing in this subsection shall prevent the provision of
2 necessary and appropriate follow-up services for a reasonable
3 period after an individual has completed work experience and
4 training.

5 “(c) In the case of any work experience and training
6 program approved on or after July 1, 1967, not more than
7 80 percent of the costs of projects or activities referred to in
8 section 502 may be paid from funds appropriated or allocated
9 to carry out this title, unless the Director determines, pur-
10 suant to regulations adopted and promulgated by him estab-
11 lishing objective criteria for such determinations, that
12 assistance in excess of such percentage is required in further-
13 ance of the purpose of this title. Non-Federal contributions
14 may be in cash or in kind, fairly evaluated, including but not
15 limited to plant, equipment, and services.

16 “(d) Not more than $12\frac{1}{2}$ percent of the sums appro-
17 priated or allocated for any fiscal year to carry out the pur-
18 poses of this title shall be used within any one State.

19 “DURATION OF PROGRAMS

20 “SEC. 504. The Director shall carry out the programs
21 provided for in this title during the fiscal year ending
22 June 30, 1967, and the three succeeding fiscal years. For
23 each such fiscal year only such sums may be appropriated
24 as the Congress may authorize by law.”

25 (b) The amendments made by this section shall not

1 apply to any grant or agreement made pursuant to title V
2 of the Economic Opportunity Act of 1964 prior to the date
3 of enactment of the Economic Opportunity Amendments of
4 1966, except that no person shall be permitted to remain as
5 a participant in any program carried on pursuant to any
6 such grant or agreement for a period of more than two years
7 after such date.

8 TITLE VI—AMENDMENTS TO TITLE VI OF
9 THE ACT

10 ADMINISTRATION—ENCOURAGEMENT OF LITERACY
11 TRAINING

12 SEC. 601. Title VI of the Act is amended by striking
13 out section 603 and inserting in lieu thereof the following:

14 “ENCOURAGEMENT OF LITERACY TRAINING

15 “SEC. 603. The Director shall stimulate and encourage
16 States and local communities to encourage by all possible
17 means each person over the age of eighteen, particularly
18 those persons who are receiving welfare payments or other
19 forms of public assistance, whose inability to read and write
20 the English language, or lack of similar basic skills, con-
21 stitutes a substantial impairment of his employability, to par-
22 ticipate in an adult education or other program which would
23 improve his employability. The Director may make grants
24 to States and their political subdivisions to assist them to
25 meet the costs of carrying out this section.”

1 ADMINISTRATION—POLITICAL ACTIVITIES

2 SEC. 602. Title VI of the Act is amended by inserting
3 after section 603 (inserted by section 601) the following new
4 section:

5 “POLITICAL ACTIVITIES

6 “SEC. 603-1. (a) No person whose compensation is
7 paid, in whole or in part, from sums appropriated to carry
8 out this Act shall take an active part in political manage-
9 ment or in political campaigns, and no such officer or em-
10 ployee shall use his official authority or influence for the pur-
11 pose of interfering with an election or affecting the result
12 thereof. All such persons shall retain the right to vote as
13 they may choose and to express, in their private capacities,
14 their opinions on all political subjects and candidates. This
15 section shall not apply to officers or employees of the United
16 States or to volunteers in the Job Corps.

17 “(b) Whenever the United States Civil Service Commis-
18 sion finds that any person has violated subsection (a), it
19 shall, after giving due notice and opportunity for explanation
20 to the person concerned, certify the facts to the Director with
21 specific instructions as to discipline or dismissal or other cor-
22 rective action.”

1 COORDINATION—BETWEEN SECRETARY OF LABOR AND
2 DIRECTOR; INFORMATION TO STATE AND LOCAL AGENCIES

3 SEC. 603. Section 611 of the Act is amended by adding
4 at the end thereof the following:

5 “(c) In order to insure the maximum coordination of
6 programs and activities authorized by this Act with the pro-
7 grams and activities carried out by the United States Em-
8 ployment Service, the Director and the Secretary of Labor
9 shall provide for such coordination at the local level with
10 public employment offices throughout the country. The
11 Director shall include, as a part of the annual report pre-
12 scribed by section 608, a detailed and comprehensive descrip-
13 tion of the activities and actions taken pursuant to this sub-
14 section.

15 “(d) In order to insure that all Federal programs re-
16 lated to the purposes of this Act are utilized to the maximum
17 possible extent, and in order to insure that all appropriate
18 officials are kept fully informed of such programs, the Di-
19 rector shall establish procedures to assure prompt distribu-
20 tion to States and local agencies of all current information,
21 including administrative rules, regulations and guidelines,

1 required by such agencies for the effective performance of
2 their responsibilities.”

3 INFORMATION—CATALOG AND DISSEMINATION

4 SEC. 604. Section 613 of the Act is amended by in-
5 serting “(a)” after “SEC. 613.” and by adding at the end
6 thereof the following new subsection:

7 “(b) The Director shall publish and maintain on a
8 current basis, a catalog of all Federal programs relating
9 to individual and community improvement. The Director
10 is further authorized to make grants from funds appro-
11 priated under title II of this Act, to States and communities
12 to establish information service centers for the collection,
13 correlation, and distribution of information required to
14 further the purposes of this Act.”

15 TITLE VI PROGRAMS—DURATION

16 SEC. 605. Section 615 of the Act is amended to read as
17 follows:

18 “DURATION OF PROGRAM

19 “SEC. 615. The Director shall carry out the programs
20 provided for in this title during the fiscal year ending June

1 30, 1967, and the three succeeding fiscal years. For each
 2 such fiscal year only such sums may be appropriated as the
 3 Congress may authorize by law.”

4 COORDINATION—TRANSFERS OF FUNDS

5 SEC. 607. Section 616 of the Act is amended by inserting
 6 after “this Act,” the following: “or any Act authorizing ap-
 7 propriations for any such title (other than part C of title I),”.

8 TITLE VII—TECHNICAL AMENDMENT TO TITLE

9 VII OF THE ACT

10 SEC. 701. (a) Section 701 (a) of the Act is amended
 11 by striking out “and XVI” and inserting in lieu thereof
 12 “XVI, and XIX”.

13 (b) No funds to which a State is otherwise entitled
 14 under title XIX of the Social Security Act for any period
 15 before October 1, 1967, shall be withheld by reason of any
 16 action taken pursuant to a State statute which prevents such
 17 State from complying with the requirements resulting from
 18 the amendment made by subsection (a).

1 TITLE VIII—REVISION OF PROVISIONS

2 RELATING TO VISTA

3 SEC. 801. The Act is amended by adding at the end
4 thereof the following new title:

5 “TITLE VIII—VOLUNTEERS IN SERVICE TO
6 AMERICA

7 “STATEMENT OF PURPOSE

8 “SEC. 801. It is the purpose of this title to enable and
9 encourage volunteers to participate in a personal way in the
10 war on poverty, by living and working among deprived
11 people of all ages in urban areas, rural communities, on
12 Indian reservations, in migrant worker camps, and Job
13 Corps camps and centers; to stimulate, develop and coordi-
14 nate programs of volunteer training and service; and,
15 through such programs, to encourage individuals from all
16 walks of life to make a commitment to combating poverty
17 in their home communities, both as volunteers and as mem-
18 bers of the helping professions.

19 “AUTHORITY TO ESTABLISH VISTA PROGRAM

20 “SEC. 802. (a) The Director is authorized to recruit,
21 select, train, and—

22 “(1) upon request of State or local agencies or pri-
23 vate nonprofit organizations, refer volunteers to perform

1 duties in furtherance of programs combating poverty at
2 a State or local level; and

3 “(2) in cooperation with other Federal, State, or
4 local agencies involved, assign volunteers to work (A)
5 in meeting the health, education, welfare, or related
6 needs of Indians living on reservations, of migratory
7 workers and their families, or of residents of the District
8 of Columbia, the Commonwealth of Puerto Rico, Guam,
9 American Samoa, the Virgin Islands, or the Trust Ter-
10 ritory of the Pacific Islands; (B) in the care and re-
11 habilitation of the mentally ill or mentally retarded under
12 treatment at nonprofit mental health or mental retarda-
13 tion facilities assisted in their construction or operation
14 by Federal funds; and (C) in connection with programs
15 or activities authorized, supported, or of a character
16 eligible for assistance under this Act.

17 “(b) The referral or assignment of volunteers under this
18 section shall be on such terms and conditions (including re-
19 strictions on political activities that appropriately recognize
20 the special status of volunteers living among the persons or
21 groups served by programs to which they have been as-
22 signed) as the Director may determine; but volunteers shall
23 not be so referred or assigned to duties or work in any State,

1 nor shall programs under section 805 be conducted in any
2 State without the consent of the Governor.

3 "VOLUNTEER SUPPORT

4 "SEC. 803. The Director is authorized to provide to all
5 volunteers during training pursuant to section 802 (a) and
6 to volunteers assigned pursuant to section 802 (a) (2) such
7 stipend, not to exceed \$50 per month (or, in the case of
8 volunteer leaders designated in accordance with standards
9 prescribed by the Director, not to exceed \$75 per month),
10 such living, travel, and leave allowances, and such housing,
11 transportation (including travel to and from the place of
12 training), supplies, equipment, subsistence, clothing, and
13 health and dental care as the Director may deem necessary
14 or appropriate for their needs.

15 "APPLICATION OF PROVISIONS OF FEDERAL LAW

16 "SEC. 804. (a) Each volunteer under section 802 shall
17 take and subscribe to an oath or affirmation in the form
18 prescribed by section 104 (d) of this Act, and the provi-
19 sions of section 1001 of title 18, United States Code, shall be
20 applicable with respect to such oath or affirmation; but,
21 except as provided in subsection (b) of this section, such
22 volunteers shall not be deemed to be Federal employees and
23 shall not be subject to the provisions of laws relating to
24 Federal employment, including those relating to hours of
25 work, rates of compensation, and Federal employee benefits.

1 “(b) All volunteers during training pursuant to section
2 802 (a) and such volunteers as are assigned pursuant to
3 section 802 (a) (2) shall be deemed Federal employees to
4 the same extent as enrollees of the Job Corps under section
5 106 (b), (c), and (d) of this Act except that for purposes
6 of the computation described in paragraph (2) (B) of sec-
7 tion 106 (c) the monthly pay of a volunteer shall be deemed
8 to be that received under the entrance salary for GS-7 under
9 the Classification Act of 1949.

10 “SPECIAL PROGRAMS AND PROJECTS

11 “SEC. 805. The Director is authorized to conduct, or
12 to make grants, contracts, or other arrangements with ap-
13 propriate public or private nonprofit organizations for the
14 conduct of, special programs in furtherance of the purposes
15 of this title. Such programs shall be designed to encourage
16 more effective or better coordinated use of volunteer serv-
17 ices, including services of low-income persons, or to make
18 opportunities for volunteer experience available, under proper
19 supervision and for appropriate periods, to qualified persons
20 who are unable to make long-term commitments or who
21 are engaged in or preparing to enter work where such
22 experience may be of special value and in the public interest.
23 Individuals who serve or receive training in such programs
24 shall not, by virtue of such service or training, be deemed
25 to be Federal employees and shall not be subject to the

1 provisions of laws relating to Federal employment, includ-
2 ing those related to hours of work, rates of compensation,
3 and Federal employee benefits; except that such individuals
4 who receive their principal support or compensation with
5 respect to such service or training directly from the Director
6 or his agent for payment shall be deemed Federal employees
7 to the same extent as volunteers assigned pursuant to section
8 802 (a) (2) of this Act. Not to exceed 15 per centum of
9 the sums appropriated or allocated from any appropriation
10 to carry out this title for any fiscal year may be used for pro-
11 grams under this section.

12 "DURATION OF PROGRAM

13 "SEC. 806. The Director shall carry out the programs
14 provided for in this title during the fiscal year ending
15 June 30, 1967, and the three succeeding fiscal years. For
16 each such fiscal year only such sums may be appropriated
17 as the Congress may authorize by law."

18 TITLE IX—TECHNICAL AMENDMENTS

19 SEC. 901. (a) Title I of the Act is amended by insert-
20 ing immediately before section 110 a heading for such section
21 to read as follows:

22 "YOUTH CONSERVATION CORPS"

23 (b) Title II of the Act is amended by redesignating sec-
24 tion 219 of part C as section 219-1.

1 (c) Section 213 of the Act is amended by striking out
2 “this section” and inserting in lieu thereof “section 214”.

3 TITLE X—AMENDMENTS TO MANPOWER DEVELOP-
4 OPMENT AND TRAINING ACT OF 1962

5 SEC. 1001. (a) The Manpower Development and Train-
6 ing Act of 1962 is amended by inserting the following after
7 the period at the end of section 201: “Whenever appropriate,
8 the Secretary of Labor shall coordinate and provide for com-
9 binations of programs, to be pursued concurrently or sequen-
10 tially, under this Act with programs under other Federal
11 Acts, where the purposes of this Act would be accomplished
12 thereby.”

13 (b) The Manpower Development and Training Act of
14 1962 is amended by adding at the end of section 203 (c)
15 the following: “Notwithstanding any provision to the con-
16 trary in this subsection or in subsection (h), the Secretary
17 may refer any individual who has completed a program
18 under part B of title I of the Economic Opportunity Act of
19 1964 to training under this Act, and such individual may
20 be paid a training allowance as provided in section 203 (a)
21 of this Act without regard to the requirements imposed on
22 such payments by the preceding sentences of subsection (c)
23 or by subsection (h) of this section. Such payments shall
24 not exceed the average weekly gross unemployment com-

1 pensation payment (including allowances for dependent
 2 for a week of total unemployment in the State making suc
 3 payments during the most recent four-calendar-quarter perio
 4 for which such data are available. Such persons shall no
 5 be deemed youths for the purpose of applying the provisio
 6 under this subsection limiting the number of youths who
 7 may receive training allowances.”

8 (c) The Manpower Development and Training Act of
 9 1962 is amended by inserting the following after part C of
 10 title II:

11 “PART D—WORK EXPERIENCE AND TRAINING PROGRAMS

12 “SEC. 251. (a) The Secretary of Labor in cooperation
 13 with the Secretary of Health, Education, and Welfare shall
 14 provide, under this part, programs for needy persons who
 15 require work experience or special family and supportive
 16 services, as well as training, in order that they may be assisted
 17 to secure and hold regular employment in a competitive
 18 labor market. Such programs shall—

19 “(1) provide for the selection of participants pur
 20 suant to procedures and criteria jointly prescribed by the
 21 Secretary of Labor and the Secretary of Health, Educa
 22 tion, and Welfare;

23 “(2) include pretraining services and basic main
 24 tenance, health, family and day care, counseling and
 25 similar social services, and basic education, as provided

1 by the Secretary of Health, Education, and Welfare pur-
2 suant to section 502 of the Economic Opportunity Act
3 of 1964, as amended;

4 “(3) provide through agreements with appropriate
5 public or private nonprofit agencies, work experience to
6 the extent required to assist participants in developing
7 necessary work attitudes or to prepare them for work or
8 training involving the acquisition of needed skills;

9 “(4) provide testing, counseling, training either on
10 or off the job (including classroom instruction where
11 needed through appropriate arrangements agreed to by
12 the Secretary of Labor and the Secretary of Health,
13 Education, and Welfare), to assist participants to de-
14 velop their occupational potential, improve their occupa-
15 tional level and secure promotion or advancement;

16 “(5) provide, through appropriate arrangements
17 with employers, labor organizations, other public and pri-
18 vate agencies, for development where needed of addi-
19 tional employment opportunities for participants, for job
20 referral and follow-up services required to assist par-
21 ticipants in securing and retaining employment and
22 securing possibilities for advancement; and

23 “(6) provide, in accordance with the criteria pre-
24 scribed in section 104 of this Act, relocation assistance
25 to involuntarily unemployed individuals where the Sec-

1 retary of Labor determines they cannot reasonably be
2 expected to secure full-time employment in the commu-
3 nity in which they reside.

4 “(b) In developing and approving programs under
5 this part, the Secretary of Labor shall give priority to pro-
6 grams with a high-training potential and which afford the
7 best prospects for contributing to the upward mobility of
8 participants.

9 “(c) Notwithstanding any other provision of this Act,
10 the provisions of section 503 of the Economic Opportunity
11 Act of 1964, as amended, shall govern the use and appor-
12 tionment among the several States of funds provided pursuant
13 to such Act for the purpose of carrying out this part.”

14 TITLE XI—AMENDMENTS TO EDUCATION ACTS

15 SEC. 1101. (a) Section 205 (b) (2) (A) (iv) of the Na-
16 tional Defense Education Act of 1958 is amended by strik-
17 ing out “section 603” and inserting in lieu thereof “title
18 VIII”.

19 (b) (1) Section 427 (a) (2) (C) of the Higher Educa-
20 tion Act of 1965 is amended (1) by striking out “or” before
21 “(iii)”, and (2) by inserting immediately after “Peace
22 Corps Act,” the following: “or (iv) not in excess of three

1 years during which the borrower is in service as a volunteer
2 under title VIII of the Economic Opportunity Act of 1964,”.

3 (2) The amendments made by this section shall not
4 apply to any loan outstanding on the effective date of this
5 Act without the consent of the borrowers.

89TH CONGRESS
2D SESSION

H. R. 15111

[Report No. 1568]

A BILL

To provide for continued progress in the
Nation's war on poverty.

By Mr. GIBBONS

MAY 17, 1966

Referred to the Committee on Education and Labor

JUNE 1, 1966

Committed to the Committee of the Whole House on
the State of the Union and ordered to be printed

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(FOR INFORMATION ONLY;
NOT TO BE QUOTED OR CITED)

Issued June 8, 1966
For actions of June 7, 1966
89th-2nd; No. 93

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HIGHLIGHTS: House agreed to conference report on bill to permit alternate crops in disaster areas. Senate subcommittee approved school milk, cotton promotion, and parity price-income bills. Senate committee voted to report dog-cat handling bill.

HOUSE

1. **DISASTER RELIEF.** Agreed to the conference report on H. R. 15151, to permit the planting of alternate crops on acreage which is unplanted because of natural disaster. p. 11878
2. **LEGISLATIVE APPROPRIATION BILL.** Passed as reported this bill, H. R. 15456, which includes funds for the Government Printing Office and the Library of Congress. pp. 11881-8

3. ELECTRIFICATION. Rep. Hungate spoke in support of the REA program. pp. 11906-8
 4. MONOPOLIES. Rep. Patman commended the Supreme Court's decision in the Von's Grocery Case and asked strong enforcement of the anti-trust laws. pp. 11909-17
 5. PRICES. Rep. Curtis said all prices are not up and that there are improved quality, wider distribution, increased wages, etc. pp. 11920-3
 6. SOIL CONSERVATION. Rep. Quie commended the work of the soil conservation districts. p. 11923
 7. FARM PROGRAM. Rep. Poage and others debated the farm program. pp. 11923-30
 8. PORK PURCHASES. Rep. Quie questioned the accuracy of the Secretary's statement on pork purchases by the Defense Department and inserted an article on this subject. pp. 11932-3
 9. PUBLIC DEBT. The Rules Committee reported a resolution for consideration of H. R. 15202, to provide for an increase in the public debt (p. 11945). This bill is to be debated today (p. D497).
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10. POVERTY. H. R. 15111, the "Economic Opportunity Amendments of 1966," as reported June 1, includes provisions for enrollment of more women in the Job Corps and to raise the limit on loans to low-income rural families from \$2,500 to \$3,000.

SENATE

11. SCHOOL MILK. Sen. Proxmire inserted a statement by Sen. Inouye commending S. 2921, the Proxmire school milk bill. pp. 11847-8
12. FISHERY RESOURCES. Passed as reported S. J. Res. 29, to direct the Interior Department to survey the coastal and fresh-water commercial fishery resources. pp. 11850-1
13. WATER RESEARCH. Sen. Monroney inserted James M. Quigley's statement at the dedication ceremonies for the Kerr Water Research Center in Okla. pp. 11854-6
14. PACKAGING; LABELING. Continued debate on S. 985, the fair packaging and labeling bill. p. 11869
15. RESEARCH ANIMALS. The Commerce Committee voted to report (but did not actually report) H. R. 13881, to regulate the transportation, sale, and handling of dogs and cats intended to be used for experimental purposes. p. D496
16. MILK; COTTON; PARITY. A subcommittee of the Agriculture and Forestry Committee approved for full committee action S. 2921, the Proxmire school milk bill; H. R. 12322, the cotton promotion bill; and S. Con. Res. 88, to make it explicit that the parity price and income goal for agriculture shall be binding on all Government agencies. p. D495

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
FOR INFORMATION ONLY;
(NOT TO BE QUOTED OR CITED)

Issued June 22, 1966
For actions of June 21, 1966
89th-2nd; No. 101

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HIGHLIGHTS: Sen. Proxmire spoke against proposed school milk program cutback.
Rep. Mathias commended and inserted Secretary Freeman's article on activities and aims of this Department.

SENATE

1. PERSONNEL. The Post Office and Civil Service Committee reported without amendment S. 2206, to extend certain benefits of the Annual and Sick Leave Act, the Veterans' Preference Act, and the Classification Act to employees of county committees established pursuant to the Soil Conservation and Domestic Allotment Act (S. Rept. 1293), and with amendments H. R. 1535, to amend the Classification Act of 1949 to authorize the establishment of hazardous duty pay in certain cases (S. Rept. 1294). p. 13102

Sen. Hartke urged consideration of the Federal pay bill before next week's scheduled recess. p. 13146

2. ADMINISTRATIVE LAW. Passed as reported S. 1336, to amend the Administrative Procedure Act so as to revise and update existing administrative procedures with new ones designed to increase the efficiency and fairness of the administrative process. pp. 13091-101
 3. LIBRARIES. The Labor and Public Welfare Committee reported with amendments H. R. 14050, to extend and amend the Library Services and Construction Act (S. Rept. 1291). p. 13102
 4. VEHICLES. The Commerce Committee voted to report (but did not actually report) with amendments S. 3005, to establish motor vehicle safety standards. p. D552
 5. FISH PROTEIN. The Commerce Committee voted to report (but did not actually report) S. 2720, authorizing programs to develop practicable means for the production of fish protein concentrate. p. D552
 6. APPROPRIATIONS. Received from this Department a report on the overbligation of allotments in the Federal Crop Insurance Corp. p. 13101
 7. POVERTY. Senators Javits and Kennedy, Mass., submitted amendments they intend to propose to S. 3164, to provide for continued progress in the Nation's war on poverty. pp. 13107-9
 8. MILK. Sen. Proxmire spoke against the proposed school milk program cutback pointing out the importance of milk for the health of children. p. 13140
 9. WEATHER. Sen. Carlson commended the Weather Bureau for early and accurate warnings of the Topeka, Kans., tornado and inserted articles on the subject pp. 13118-9
- HOUSE
10. PERSONNEL. Concurred in Senate amendments to H. R. 10721, to amend the Federal Employees' Compensation Act to improve its benefits. This bill will not be sent to the President. pp. 13074-5
 11. BANKING. The Banking and Currency Committee reported without amendment S. 3368, to extend until June 30, 1968, the present authority of the Federal Reserve banks to purchase securities directly from the Treasury in amounts not to exceed \$5 billion outstanding at any one time (H. Rept. 1640). p. 13089
 12. FARM CREDIT. The Agriculture Committee voted to report (but did not actually report) S. 2822, to amend various provisions of the laws administered by the Farm Credit Administration to improve operations thereunder. p. D554
 13. PATENTS. Rep. Younger commended and inserted a speech, "A World Patent System" pp. 13081-3

89TH CONGRESS
2D SESSION

S. 3164

IN THE SENATE OF THE UNITED STATES

JUNE 21, 1966

Referred to the Committee on Labor and Public Welfare and ordered to be
printed

AMENDMENTS

Intended to be proposed by Mr. JAVITS (for himself, Mr. KUCHEL, Mr. PROUTY, Mr. MURPHY, and Mr. GRIFFIN) to S. 3164, a bill to provide for continued progress in the Nation's war on poverty, viz:

1 On page 17, between lines 10 and 11, insert the follow-
2 ing new section:

3 “ECONOMIC OPPORTUNITY CORPORATION—NEW TITLE IX

4 “SEC. 9. The Economic Opportunity Act of 1964 is

5 amended by adding at the end of such Act, as amended by

6 section 8 of this Act, the following new title IX:

1 “TITLE IX—ECONOMIC OPPORTUNITY
2 CORPORATION

3 “STATEMENT OF PURPOSE

4 “SEC. 901. It is the purpose of this title to encourage
5 the participation of private enterprise in the effort to elimi-
6 nate poverty in the United States.

7 “CREATION OF CORPORATION

8 “SEC. 902. There is hereby authorized to be created a
9 corporation for profit which shall be known as the Economic
10 Opportunity Corporation (hereinafter referred to as the
11 ‘corporation’) and which shall not be an agency or estab-
12 lishment of the United States Government. The corpora-
13 tion shall be subject to the provisions of this title and, to the
14 extent consistent with this title, to the District of Columbia
15 Business Corporation Act. The right to repeal, alter, or
16 amend this title at any time is expressly reserved.

17 “PROCESS OF ORGANIZATION

18 “SEC. 903. The President of the United States shall
19 appoint incorporators, by and with the advice and consent
20 of the Senate, who shall serve as the initial board of directors
21 until the first annual meeting of stockholders or until their
22 successors are elected and qualified. Such incorporators shall
23 arrange for an initial stock offering and take whatever other
24 actions are necessary to establish the corporation, including

1 the filing of articles of incorporation, as approved by the
2 President.

3 "DIRECTORS AND OFFICERS

4 "SEC. 904. (a) The corporation shall have a board
5 of directors consisting of nine individuals who are citizens
6 of the United States, of whom one shall be elected annually
7 by the board to serve as chairman. Four members of the
8 board shall be appointed by the President of the United
9 States (of whom one shall be of the poor), by and with
10 the advice and consent of the Senate, for terms of four
11 years except that (1) the terms of the directors first taking
12 office shall be effective on the date on which other members
13 of the board are elected and shall expire as designated by
14 the President at the time of appointment, one at the end
15 of one year, one at the end of two years, one at the end of
16 three years, and one at the end of four years after such date:
17 and (2) any director appointed to fill a vacancy occurring
18 before the expiration of the term for which his predecessor
19 was appointed, shall be appointed for the remainder of such
20 term. Five members of the board shall be elected annually
21 by the stockholders of the corporation who hold class B
22 stock issued by the corporation under section 905. No stock-
23 holder or any trustee for a stockholder may at any time
24 hold directly or indirectly (through any subsidiary or affili-

1 ated company, nominee, person subject to the direction or
2 control of that stockholder, or otherwise) legal title to or
3 any beneficial interest in more than 10 per centum of the
4 outstanding shares of class B stock issued by the corporation.
5 Subject to the limitations contained in this subsection, the
6 articles of incorporation to be filed by the incorporators
7 designated under section 903 shall provide for cumulative
8 voting under section 27 (d) of the District of Columbia
9 Business Corporation Act (D.C. Code, sec. 29-911 (d)).

10 “(b) The corporation shall have a president, and such
11 other officers as may be named and appointed by the board
12 of directors, at rates of compensation fixed by the board, and
13 serving at the pleasure of the board. No individual other
14 than a citizen of the United States may be an officer of the
15 corporation. No officer of the corporation shall receive any
16 salary from any source other than the corporation during the
17 period of his employment by the corporation.

18 “FINANCING OF THE CORPORATION

19 “SEC. 905. (a) Subject to the provisions of subsection
20 (b), the corporation is authorized to issue from time to
21 time and to have outstanding shares of capital stock, issued
22 without par value, in such numbers as it shall determine
23 to be required for the fulfillment of the objects of the corpora-
24 tion. Each share of stock shall (1) be sold at an initial
25 issue price established by the board of directors; (2) except

1 as otherwise provided by section 904 (a), entitle the holder
2 thereof to one vote at shareholders' meetings; and (3) be
3 eligible for dividends. Any dividend declared upon stock
4 of the corporation shall be declared and paid in an amount
5 which is identical as to each share outstanding.

6 “(b) Whenever any capital stock in any amount is
7 issued by the corporation, 40 per centum thereof shall be
8 designated as class A stock, and 60 per centum thereof shall
9 be designated as class B stock. Class A stock may be issued
10 only to the Secretary of the Treasury, and may be held only
11 by the Secretary on behalf of the Government. Except as
12 otherwise provided in this title, class B stock may be issued
13 to and held by any person and shall be offered for sale in such
14 manner as to encourage the widest distribution to the people
15 of the United States. The corporation may reserve such per-
16 centage of class B stock, but not to exceed 5 per centum, as
17 the board of directors determines to be necessary for the pur-
18 pose of making incentive awards, in such quantities and upon
19 such terms as the board of directors deems appropriate, to
20 persons who participate in any program or project carried
21 out by or for the corporation and who because of exceptional
22 merit or performance warrant such an award.

23 “(c) The Secretary of the Treasury is authorized from
24 time to time to subscribe for, acquire, and hold on behalf of

1 the Government class A shares of the stock of the corpora-
2 tion in amounts which shall not at any time exceed in aggre-
3 gate purchase price \$1,000,000,000. Except as otherwise
4 provided by section 904 (a) , the Secretary or his designee,
5 under the direction of the President, shall exercise the voting
6 rights of the Government incident to the stock of the corpo-
7 ration held by the Government. Subject to the limitation
8 contained in this subsection, there are hereby authorized to
9 be appropriated to the Secretary from time to time such
10 sums as may be required for the purchase by the Secretary
11 of class A stock issued by the corporation under this section.
12 Dividends paid by the corporation to the Secretary upon
13 such stock shall be deposited in the Treasury as miscellane-
14 ous receipts.

15 “ (d) Each holder of stock of the corporation shall have
16 the rights of inspection and copying set forth in section
17 45 (b) of the District of Columbia Business Corporation Act
18 (D.C. Code, sec. 29-920 (b)) without regard to the per-
19 centage of the stock of the corporation held by that stock-
20 holder.

21 “ (e) In addition to the stock authorized by subsection
22 (a) of this section, the corporation may issue such nonvot-
23 ing securities, bonds, debentures, and other certificates of
24 indebtedness as the board may determine from time to time

1 to be required for the fulfillment of the objects of the
2 corporation.

3 “POWERS OF THE CORPORATION

4 “SEC. 906. (a) In order to carry out the purpose of
5 this title, the corporation is authorized to—

6 “(1) plan, develop, and carry out training pro-
7 grams, particularly for technical and subprofessional
8 occupations, designed to meet the expanding needs of
9 business and to improve the employability of the poor;

10 “(2) develop and furnish planning, technical and
11 financial assistance for redevelopment projects involv-
12 ing the poor;

13 “(3) encourage the development and growth,
14 through investment, loans, technical advice and other
15 assistance, of business concerns owned in whole or in
16 part by persons who, because of their poverty, find such
17 assistance difficult to obtain; and

18 “(4) engage in such other activities as the board
19 of directors determines are appropriately and effectively
20 designed to reduce poverty in the United States.

21 “(b) In the performance of the functions set forth in
22 subsection (a), the corporation is authorized to—

23 “(1) enter into such contracts, leases, cooperative
24 agreements, or other transactions as the board of direc-

tors deems appropriate to conduct the activities of the corporation;

“(2) charge such fees as the board of directors deems reasonable and appropriate;

“(3) carry out its activities, wherever feasible, on a State or local basis through such entities, including corporations for profit organized under provisions of law other than this Act, as the board of directors deems appropriate;

“(4) accept and use with their consent, with reimbursement, such services, equipment and facilities of agencies of the Federal Government as are necessary to conduct the activities of the corporation efficiently and such agencies are authorized to loan, with reimbursement, such services, equipment and facilities to such corporation; and

“(5) exercise all powers conferred upon a stock corporation by the District of Columbia Business Corporation Act.

“REPORTS TO THE CONGRESS

“SEC. 907. The corporation shall transmit to the President and Congress, annually and at such other times as it deems desirable, a comprehensive and detailed report of its operations, activities and accomplishments under this Act.”

1 On page 17, line 12, strike out “SEC. 9” and substitute
2 “SEC. 10”.

3 On page 17, line 23, strike out “SEC. 10” and substitute
4 “SEC. 11”.

AMENDMENTS

Intended to be proposed by Mr. JAVITS (for himself, Mr. KUCHEL, Mr. PROUTY, Mr. MURPHY, and Mr. GRAYSON) to S. 3164, a bill to provide for continued progress in the Nation's war on poverty.

JUNE 21, 1966

Referred to the Committee on Labor and Public
Welfare and ordered to be printed

89TH CONGRESS
2D SESSION

S. 3164

IN THE SENATE OF THE UNITED STATES

JUNE 21, 1966

Referred to the Committee on Labor and Public Welfare and ordered to be
printed

AMENDMENTS

Intended to be proposed by Mr. KENNEDY of Massachusetts to
S. 3164, a bill to provide for continued progress in the
Nation's war on poverty, viz:

1 On page 12, between lines 4 and 5, insert the following
2 new section:

3 "ASSISTANT DIRECTOR ELDERLY POOR

4 "SEC. 8. (a) Section 601 (a) of the Economic Oppor-
5 tunity Act of 1964 is amended by—

6 “(1) striking out ‘three’ in the third sentence
7 thereof and inserting in lieu thereof ‘four’; and

8 “(2) by adding at the end thereof the following
9 new sentence: ‘One Assistant Director shall be respon-

sible for the supervision of all programs for and activities relating to the elderly poor under this Act.'

"(b) Section 610 of the Economic Opportunity Act of 1964 is amended by inserting '(a)' after 'SEC. 610', and by inserting at the end of such section a new subsection as follows:

"(b) (1) The Director shall carry out such investigations and studies, including consultations with appropriate agencies and organizations, as may be necessary (A) to develop programs providing employment opportunities, public service opportunities, and education for the elderly poor under the provisions of this Act, and (B) to determine and recommend to the President and the Congress such programs requiring additional authority and the necessary legislation to provide such authority.

"(2) There are authorized to be appropriated such amounts as may be necessary to carry out the provisions of this subsection.'"

On page 12, line 6, strike out "SEC. 8" and substitute "SEC. 9".

On page 17, line 12, strike out "SEC. 9" and substitute "SEC. 10".

On page 17, line 23, strike out "SEC. 10" and substitute "SEC. 11".

AMENDMENTS

Intended to be proposed by Mr. KENNEDY of
Massachusetts to S. 3164, a bill to provide
for continued progress in the Nation's war
on poverty.

JUNE 21, 1966

Referred to the Committee on Labor and Public
Welfare and ordered to be printed

of the Summer Institute of Linguistics in that land. At the University of Brasilia the SIL group helped set up a full-scale linguistics program having even a broader scope, leading to a Ph. D. degree. With national educators they have joined in the planning of intensive courses in applied linguistics for Brazilian professors who may be called upon to hold chairs in the 80-odd teachers colleges scattered all over the country.

Mr. President, I have made special reference to the Wycliffe Bible Translators because of my special and personal knowledge of their work and my friendship with their general director, Mr. W. Cameron Townsend. In further explanation of the joint resolution which I introduce today and to indicate the interest of other organizations, I ask unanimous consent that a copy of a letter addressed to President Lyndon B. Johnson, dated May 19, 1966, and signed by Mr. Townsend and Louis Hartman, C. SS. R., secretary, Catholic Biblical Association, be inserted in the RECORD at this point in my remarks.

Mr. President, I ask unanimous consent that the joint resolution I introduce today be printed at this point in the RECORD, and held at the desk for 10 days to give other Senators an opportunity to become cosponsors of it.

The ACTING PRESIDENT pro tempore. The joint resolution will be received and appropriately referred; and without objection the joint resolution will be printed in the RECORD and held at the desk as requested by the Senator from Oklahoma, and the letter will be printed in the RECORD.

The joint resolution (S.J. Res. 169) to authorize the President to issue a proclamation designating the 30th day of September in 1966 as Bible Translation Day, was received, read twice by its title, referred to the Committee on the Judiciary, and ordered to be printed in the RECORD, as follows:

S.J. RES. 169

Whereas the calendar year 1966 has been designated as the "Year of the Bible"; and Whereas we are greatly indebted to the scholars who translated the Bible into the English language; and

Whereas there are over 2,000 languages spoken in out-of-the-way areas of the world into which the Bible has never yet been translated; and

Whereas there are hundreds of dedicated pioneers laboring at this difficult task who need our encouragement; and

Whereas several thousand more young people need to be inspired to offer themselves to help carry out the task of translating the Bible, and their friends in the homeland need to be inspired to provide the funds necessary for their support; and

Whereas the Bible translation task that remains to be done is far greater than that which has been accomplished during the past nineteen centuries; and

Whereas the condition of most of the 2,000 linguistic groups without a written Bible is one of poverty, ignorance and superstition, a condition that lends itself to the propagation of dangerous political philosophies; and

Whereas it has been found that this condition is alleviated where groups receive the Bible and learn to read it; and

Whereas this alleviation should be brought about as soon as possible; and

Whereas it has been demonstrated by a large group of linguistic specialists trained at the Universities of Oklahoma, North Dakota, Washington, Michigan, Indiana, California, Pennsylvania, Texas, and elsewhere that this task can be accomplished by the end of this century provided sufficient public interest is aroused in the problem; and

Whereas the first great translator of the whole Bible, Saint Jerome, died on the 30th of September: Now, therefore, be it

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That the President is authorized and requested to issue a proclamation designating the 30th day of September in 1966 as "Bible Translation Day" and inviting the governments of States and communities and the people of the United States to observe such day with appropriate ceremonies and activities.

The letter presented by Mr. Harris is as follows:

WYCLIFFE BIBLE TRANSLATORS, INC.,
Charlotte, N.C., May 19, 1966.

President LYNDON BAINES JOHNSON,
White House,
Washington, D.C.

DEAR MR. PRESIDENT: We who believe that Bible is the greatest spiritual treasure of mankind applaud the emphasis you gave to its worth when you proclaimed this year 1966 to be the "Year of the Bible." As we rejoice and celebrate the fact that we have the Book of books in our own mother tongue, would it not be fitting to call to the minds of our people the need of sharing it on a non-sectarian basis with the numerous minority groups of humanity in whose exotic tongues it does not yet exist?

The proclamation of a "Bible Translation Day" would do this. It would also constitute a great encouragement to the hundreds of young American linguists and their colleagues such as jungle pilots, radio technicians, doctors, nurses, literacy workers and printers who are presently engaged in this tremendous undertaking in out-of-the-way corners of many lands including our own.

We humbly submit to your consideration the enclosed draft of what might well be included in such a proclamation. You will note that we suggest the date September 30th inasmuch as it is the date on which the first great translator of the Bible, Saint Jerome, died.

In case this suggestion should meet with your approval, we would like to present to you on the date that you might designate as "Bible Translation Day" one or more extraordinary significant and recent translations of the Scriptures such as the Apache New Testament just off the press.

Desirous of sharing the Word with long neglected groups of our fellow-men, we beg to remain,

Yours respectfully,

W. CAMERON TOWNSEND,
General Director of the Wycliffe Bible Translators, and The Summer Institute of Linguistics.

LOUIS HARTMAN, C. SS. R.,
Secretary, Catholic Biblical Association.

ECONOMIC OPPORTUNITY CORPORATION

AMENDMENT NO. 610

Mr. JAVITS. Mr. President, on behalf of myself, the Senator from California [Mr. KUCHEL], the Senator from Vermont [Mr. PROUTY], the Senator from California [Mr. MURPHY], the Senator from Michigan [Mr. GRIFFIN], I send to the desk an amendment to the antipoverty bill, S. 3164, and ask that it be appropriately referred, to organize

an Economic Opportunity Corporation, capitalized at \$1 billion, entitled to issue stock to the extent of \$600 million to the public and \$400 million to the Federal Government, with certain restrictions as to the size of individual stockholdings. The Corporation would permit individuals, organizations, and private businesses to invest in the elimination of poverty in the United States. The Corporation would be empowered to undertake a wide variety of tasks within the antipoverty program, for example, manpower training, slum clearance, housing and loans to small business.

One outstanding feature of this proposal is that the Corporation would be ancillary to the present program. It will not replace anything, but if it works, as I anticipate it will, it can gradually add to, improve and take over suitable aspects of the antipoverty program—all without appreciable cost to the United States.

The legislation I am introducing today would:

First. Authorize the Economic Opportunity Corporation to issue stock in a total amount not to exceed \$1 billion. Government would be allowed to purchase 40 percent of the stock, with the remaining 60 percent open to public purchase. No stockholder, however, can hold more than 10 percent of the public stock, and 5 percent of such stock can be used by the directors as incentive awards to individuals who have participated successfully in corporation programs.

Second. Establish a nine-man board of directors to run the Corporation—four would be appointed by the President and confirmed by the Senate, and five elected by the stockholders. At least one of the President's appointees would have to be from among the poor.

Third. Empower the Corporation to carry out any program which its directors and stockholders believe would reduce poverty in the United States and would be appropriate for such a Corporation. The proposed legislation leaves the organizational framework as flexible as possible to permit adaptation to local needs and to encourage maximum participation of the poor.

We have seen in Comsat that the people will invest in mixed Government-business corporations. I know of none that is more appealing, from a humanitarian point of view, than poverty; and this is an effort to bring the public, through investment, into the antipoverty program. It also will introduce businesslike management techniques, which the program can certainly use very advantageously. It will provide a new source of antipoverty funds—not just the Federal Government. It would bring the poor into the economic mainstream of our country, because it would involve them in a business venture. Such a corporation could take over, for example, manpower training, slum clearance, and low-income housing, such as, for example, the housing projects undertaken by leading corporations, like the U.S. Gypsum Corp. in New York. It could provide small business investment and loans, technical assistance, and other features.

Such a corporation might not make a great deal of money, Mr. President, but it could be viable, and it would be an outlet for citizens who are small or large investors, who feel that they would like to have a direct, businesslike share in the war against poverty.

For many years it has been my firm conviction that U.S. private enterprise can be an enormously valuable ally in the achievement of national goals, and I have sought in a variety of ways to provide in Federal legislation for incentives to business, including management and labor, to achieve valuable goals in the public interest. There is clearly, in my judgment, a great need for such incentives in the war on poverty, in which the enormous capability of U.S. private enterprise has not yet been adequately engaged.

This is a serious falling of the existing programs, which I have supported from their inception and which I continue to support, but which I believe can be very materially improved in many respects. A number of major aspects of the program as it now exists would be improved by adding a mechanism for broad-scale participation by the private sector.

One is the need for businesslike management techniques: the confusion, overlapping of functions, and waste which are plaguing so many of the existing programs could undoubtedly be reduced if business management, which handles enormously complex enterprises with efficiency, could be utilized. Our defense establishment has long recognized this valuable private capability, but our human resource agencies have not done so to any comparable extent.

Another benefit from establishing a public-private corporation is providing a new source of antipoverty funds particularly now when public funds are under extremely heavy budgetary pressure because of the war in Vietnam. Why should there not be an opportunity for private industry, the great welfare and pension funds of labor and business, the individual American investor himself, to participate in the national effort against poverty, just as they have been given an opportunity, through the stock of the Communications Satellite Corp. and severally other public-private, federally chartered corporations, to participate in other national programs?

Finally, and perhaps most important, a crucial element in our national antipoverty effort is bringing the poor into the economic mainstream, in other words, making sure they have jobs. A number of approaches to this are being tried under existing programs, particularly the Jobs Corps, Neighborhood Youth Corps, and work experience programs under the Economic Opportunity Act, and the work study, manpower development and training, and various vocational education programs. I believe these are worthwhile approaches which should be perfected, expanded, and linked together—along with public and private placement efforts and with public and private job development efforts. But I feel deeply that, even then, there will remain a huge unfilled gap. In an era of rapidly accelerating automation

where are the long-term jobs for the trainees to fill? There are only two possible answers: either in government or in the private sector. A number of reputable groups, including the high level National Commission on Technology, Automation, and Economic Progress established by Congress, have recommended expanded public employment, as an "employer of last resort."

My own belief is that this is not the answer to our long-range job development problems. Instead the U.S. private enterprise system, which has expanded thus far to bring unprecedented economic growth and development to our Nation, must be stimulated—and I believe can be stimulated—to meet the future needs. We can stimulate industry to do this job if we involve them fully in the antipoverty programs with which we are experimenting. This we have not yet begun to do in any significant way. Only the Job Corps and the one-the-job training program under the Manpower Development and Training Act specifically involve contracts with private business. So far the latter program has found a small but growing receptivity among private companies; the former program is not big enough to satisfy the number of industrial applicants. But neither program really stimulates in a massive way, and neither can ensure that the needs of business expansion and development are effectively met.

The proposed Economic Opportunity Corporation would, like Comsat, be initiated by incorporators appointed by the President and confirmed by the Senate. They would be authorized to issue capital stock in a total amount not exceeding \$1 billion, of which 40 percent may be purchased by the U.S. Government and 60 percent by the public. After the initial stock offering, a board of nine directors would be established consisting of four appointees of the President confirmed by the Senate, and five elected by the stockholders annually. At least one of the President's appointees would be from among the poor. Stockholders other than the Government would be limited to no more than 10 percent of the stock. Five percent of the stock could be used by the directors for making incentive awards to individuals for participating successfully in programs carried out by or for the corporation.

The corporation would be specifically empowered to carry out any programs that the directors feel are appropriately and effectively designed to reduce poverty in the United States. This could include programs such as the Job Corps and the Manpower Development and Training Act on-the-job training programs. But it could also be beyond these, to develop whatever new programs it determined to be desirable.

Several particular areas in which business and industry clearly have great interest and great potential are specified in the bill: manpower training, for example, especially in the technical and subprofessional occupations. It is possible that an entire industry—or the industries in one area—might contract with the corporation or a subsidiary of

the corporation to pool all their manpower training for certain job classifications, and this kind of pooling would save money for all the participating companies. The National Association of Manufacturers has initiated a series of programs which seek to achieve similar efficiencies and industrial involvement.

A second field of clear business interest is redevelopment projects involving the poor. The Mitchell-Lama middle-income housing program in New York State has proved that there is a great demand for privately financed, limited profit housing. A number of companies—notably U.S. Gypsum Co. in New York City—have initiated similar projects for low-income housing. The Economic Opportunity Corporation could involve companies with experience and expertise in housing and urban redevelopment in cooperative projects to eradicate slums and degenerating central cities. The sit-in of Mississippi Negroes in Lafayette Park across from the White House recently dramatized the failings of the poverty program in the area of rural housing.

A third major area of business involvement could be providing investment, loans and technical assistance to small business owned by the poor. A start in this direction is being made under title IV of the Economic Opportunity Act, administered by the Small Business Administration. But it is basically a Government-operated program, which can draw upon business expertise only tangentially and which is totally dependent upon Federal budgetary considerations. It is hopelessly oversubscribed in cities like New York.

These and other programs may be carried out by the corporation on any geographic or organizational basis it chooses: it could establish subsidiaries of its own on regional, State, municipal, or local lines or it could contract with profitmaking or nonprofit entities to achieve particular purposes or to manage particular projects. The corporation might wish to contract with existing components of the antipoverty program. The bill deliberately leaves the organizational framework, below the level of the corporation itself, as flexible as possible in order to permit adaptation to the specifics of local needs and to encourage maximum participation of the poor themselves.

The bill clearly contemplates development corporations, for example, in the Watts area of Los Angeles, in Harlem and Bedford-Stuyvesant in New York City, and in similar disadvantaged areas in other cities.

The corporation's programs may or may not be profitmaking in any particular instance. I believe there is a significant enough desire in the business community and among the American people at large that the antipoverty program should be made to work, that substantial investment can be expected even without any guarantee of large profits. The great interest industry has shown in obtaining Job Corps contracts is proof that, with all the difficulties encountered in running a program under Government standards and restrictions, com-

panies are still willing to invest in manpower training and basic literacy education for a much lower profit than their investment could bring elsewhere.

Some of this is motivated by enlightened self-interest in general community development, some by public relations reasons, some by long-range market interest in equipment and services to be developed, and some simply by the need for the trained manpower. Whatever the motivations, the interest is there and can be harnessed in the national interest in a meaningful antipoverty program. In my view it would be a great mistake not to give this concept a chance, by adding the Economic Opportunity Corporation to the Nation's arsenal in the war on poverty.

As far as I can see, Mr. President, this is the first idea that has come along which tries to do something about this effort in a businesslike way, and to get the public involved directly as partners in a highly humanitarian effort which calls for cooperation from the heart.

The PRESIDING OFFICER. The amendment will be received, printed, and appropriately referred.

The amendment (No. 610) was referred to the Committee on Labor and Public Welfare.

THE NATION'S WAR ON POVERTY—AMENDMENTS

AMENDMENT NO. 611

Mr. FANNIN submitted amendments, intended to be proposed by him, to the bill (S. 3164) to provide for continued progress in the Nation's war on poverty, which were referred to the Committee on Labor and Public Welfare and ordered to be printed.

AMENDMENT NO. 612

Mr. KENNEDY of Massachusetts. Mr. President, I send to the desk and ask to be printed an amendment intended to be proposed to the Economic Opportunity Act Amendments of 1966, to give greater attention to the problems of the elderly poor in the war on poverty.

I realize that the war on poverty has many detractors. I am not one of them, nor are the people I speak for today. The Office of Economic Opportunity has performed well in the face of problems and complexities that would have stymied lesser men and organizations.

But there has been a great deal of concern among our elderly population that the war on poverty is not being waged for them. The underpinnings of the entire concept of our poverty program was, and is today, the breaking of poverty's cycle at its most vulnerable point—out Nation's poor youth. This is OEO's major direction, and it should continue to be its major emphasis. Yet we cannot forget that there are 5.4 million aged poor—that represents one-sixth of the total poor in this country. More important, however, is the fact that one-third of all poor families are headed by persons 55 years of age or older. We must do more in this older category if we are to be successful with our young. I am told by those who are vitally inter-

ested in the plight of this age group that they have not received due consideration in the OEO program.

The representatives of older Americans have long sought an inclusion in this war's strategy at a meaningful level. The Senate Special Committee on Aging has made as its first recommendation in its just-published report, that there be an Assistant Director of OEO for the elderly. Chairman SMATHERS of that committee successfully amended the poverty bill last year with a section declaring the intent of Congress that the elderly poor have a greater place in the poverty program. Still, not enough is being done, and I believe this problem will not be handled until there is a high-level official and an all-encompassing program for the aged in OEO.

My amendment would create such an official. It would also briefly describe his mandate to develop elderly programs in the area of employment opportunities, public service opportunities, and educational activities. This mandate is in keeping with President Johnson's recently stated bill of rights for the elderly where he said if the elderly want to work, they should have that right, if they want schooling they should have that right, if they want to volunteer their services to the community, they should have that right.

Director Shriver and I have discussed this matter in the past. I take it to be his view that a proliferation of Assistant Directors in OEO, such as for Indians, the rural poor, and so on would not be a healthy development. I agree with that, but the elderly can be differentiated. OEO is a youth oriented agency. The establishment of an Assistant Director for the elderly would provide a badly needed balance, so that there would be greater emphasis on programs for the older Indian, the older rural poor, the older urban poor and so forth. The point is, I am talking about the entire elderly population regardless of category, as the Director of OEO spoke in Senate hearings this morning with emphasis on the younger American.

In essence, Mr. President, we all know that the next 5 years will prove that the most imaginative new social programs for the poor and for the Nation as a whole will be the result of OEO's stimulation and energy. I want to be assured that the elderly and their problems will also be exposed to this experimentation and new thought.

The PRESIDING OFFICER. The amendment will be received, printed, and appropriately referred.

The amendment (No. 612) was referred to the Committee on Labor and Public Welfare.

FEDERAL SALARY AND FRINGE BENEFITS ACT OF 1966—AMENDMENT

AMENDMENT NO. 613

Mr. ERVIN (for Mr. SPARKMAN) submitted an amendment, intended to be proposed by Mr. SPARKMAN, to the bill (H.R. 14122) to adjust the rates of basic

compensation of certain employees of the Federal Government, and for other purposes, which was ordered to lie on the table and to be printed.

PROPOSED AGREEMENTS FOR COOPERATION WITH UNITED KINGDOM

Mr. GORE. Mr. President, as chairman of the Joint Atomic Energy Committee's Subcommittee on Agreements for Cooperation, I wish to inform the Senate that pursuant to section 123c of the Atomic Energy Act of 1954, as amended, the Atomic Energy Commission has submitted to the Joint Committee the following: A proposed new agreement for cooperation in the civil power applications of atomic energy with the Government of the United Kingdom, and an amendment to the existing agreement for cooperation with the United Kingdom on the civil uses of atomic energy. Both the proposed new agreement and the amendment were received by the Joint Committee on June 2, 1966.

Section 123c of the Atomic Energy Act requires that these proposed agreements lie before the Joint Committee for a period of 30 days while Congress is in session before becoming effective.

The proposed amendment to the existing civil agreement, which will expire on July 21, 1966, would extend the basic agreement for a period of 10 years. The principal objective of the amendment is to permit the transfer by the United States of an additional 2,000 kilograms of U²³⁵ for fueling reactors in the United Kingdom's civil research and development program.

The proposed new civil power agreement would have a term of 10 years, and provides for the transfer by the United States of up to 8,000 kilograms of U²³⁵ during that period for use in the United Kingdom's civilian nuclear power program. The agreement further provides that the International Atomic Energy Agency will be requested to assume responsibility for applying safeguards to the materials transferred under the agreement.

It is the general practice of the Joint Committee to publish proposed civilian agreements for cooperation in the RECORD and to hold public hearings thereon. In keeping with this practice, I ask unanimous consent to have printed in the RECORD the text of these agreements together with supporting correspondence.

There being no objection, the agreements and correspondence were ordered to be printed in the RECORD, as follows:

U.S. ATOMIC ENERGY COMMISSION,
Washington, D.C., June 2, 1966.

HON. CHET HOLIFIELD,
Chairman,
Joint Committee on Atomic Energy,
Congress of the United States.

DEAR MR. HOLIFIELD: Pursuant to Section 123c of the Atomic Energy Act of 1954, as amended, there are submitted with this letter:

a. an executed "Amendment to the Agreement for Cooperation on the Civil Uses of Atomic Energy Between the Government of the United States of America and the Gov-

enrichment of the United Kingdom of Great Britain and Northern Ireland";

b. an executed "Agreement for Cooperation in the Civil Power Applications of Atomic Energy Between the Government of the United States of America and the Government of the United Kingdom of Great Britain and Northern Ireland";

c. a copy of the letter from the Commission to the President recommending approval of the Amendment and the Agreement; and

d. a copy of the letter from the President to the Commission containing his determination that performance of the Amendment and the Agreement will promote and will not constitute an unreasonable risk to the common defense and security, and approving the Amendment and the Agreement and authorizing the execution of each.

The proposed Amendment which has been negotiated by the Atomic Energy Commission and the Department of State pursuant to the Atomic Energy Act of 1954, as amended, would extend for a period of ten years the existing Agreement between the United States and the United Kingdom which was signed on June 15, 1955. The principal objective of the Amendment is to provide for the transfer of an additional 2,000 kilograms of U-235 from the United States for fueling reactors in the United Kingdom's civil research and development program.

Materials, equipment and devices transferred pursuant to the extended Agreement will continue to be subject to the guarantees in Article IX of the original Agreement that no such material, equipment, or devices will be utilized for military purposes.

The proposed new Agreement for Civil Power Applications which has been negotiated by the Atomic Energy Commission and the Department of State pursuant to the Atomic Energy Act of 1954, as amended, would provide for the supply of up to 8,000 kilograms of U-235 for use in the United Kingdom's civil nuclear power program during the ten year term of the Agreement. The United Kingdom estimates that it will need this material to help meet its requirements for fueling its 8,000 megawatt nuclear power program which is planned for startup in the 1970-75 period.

In addition to providing for the sale of this material, Article IV of the proposed Agreement provides that prices for the enriched uranium and for services performed, as well as the advance notice required for delivery, will be those in effect at the time of delivery for users in the United States. The same Article would permit the transfer to the United Kingdom of material enriched to more than 20% in the isotope U-235 when there is a technical or economic requirement for such a transfer. Article IV would also provide for "toll" enrichment of United Kingdom uranium in United States' facilities after December 31, 1968. Article VI reflects the recent changes in the Atomic Energy Act of 1954 permitting private ownership of special nuclear material by enabling private parties in the United States and the United Kingdom to be parties to arrangements for the transfer of special nuclear material. Previously, such transfers were confined to Governments. In light of the possibility of toll enrichment, Article V provides for the calculation of the quantity of material transferred on the basis of the net adjusted formula.

The new Agreement contains our usual statutory guarantees that no material, equipment or devices transferred pursuant to the Agreement will be used for military purposes. It also provides that the International Atomic Energy Agency will be requested to assume responsibility for applying safeguards to the materials transferred under the Agreement. Either party may terminate the Agreement in the event that the parties do not reach agreement on the application of IAEA safeguards.

The Amendment and the new Agreement will enter into force on the day on which each Government shall have received from the other Government written notification that it has complied with all statutory and constitutional requirements for entry into force.

Cordially,

(Signed) GLENN T. SEABORG,
Chairman.

Enclosures:

1. Amendment to the Agreement for Cooperation on the Civil Uses of Atomic Energy with the Government of the United Kingdom (3).

2. Agreement for Cooperation in the Civil Power Applications of Atomic Energy with the Government of the United Kingdom (3).

3. Letter from the Commission to the President (3).

4. Letter from the President to the Commission (3).

AMENDMENT TO AGREEMENT FOR COOPERATION ON THE CIVIL USES OF ATOMIC ENERGY BETWEEN THE GOVERNMENT OF THE UNITED STATES OF AMERICA AND THE GOVERNMENT OF THE UNITED KINGDOM OF GREAT BRITAIN AND NORTHERN IRELAND

The Government of the United States of America (including the United States Atomic Energy Commission) and the Government of the United Kingdom of Great Britain and Northern Ireland, on its own behalf and on behalf of the United Kingdom Atomic Energy Authority;

Desiring to amend further and to extend the term of the Agreement for Cooperation on the Civil Uses of Atomic Energy (hereinafter referred to as the "Agreement for Cooperation") signed between them at Washington on June 15, 1955, as amended by the Notes signed October 20, 1955, and November 3, 1955, as amended by the Agreement signed at Washington on June 13, 1956, as modified by the Agreement signed at Washington on July 3, 1958, as amended by the Agreement signed at Washington on June 5, 1963, as amended by the Agreement signed at Washington on June 29, 1964, and as amended by the Agreement signed at Washington on July 15, 1965;

Have agreed as follows:

ARTICLE I

Article IV, Paragraph (d), of the Agreement for Cooperation, as amended, is modified by changing "400", which appears before the word "kilograms" in the first sentence thereof, to read "2400".

ARTICLE II

Article XI of the Agreement for Cooperation, as amended, is modified by changing the word "eleven", which appears before the word "years" at the end thereof, to read "twenty-one".

ARTICLE III

This Amendment, which shall be regarded as an integral part of the Agreement for Cooperation, shall enter into force on the date on which each Government shall have received from the other Government written notification that it has complied with all statutory and constitutional requirements for the entry into force of this Amendment and shall remain in force for the period of the Agreement for Cooperation, as hereby amended.

In witness whereof, the undersigned, duly authorized, have signed this Amendment.

Done at Washington this second day of June 1966, in two original texts.

For the Government of the United States of America:

GLENN T. SEABORG.

For the Government of the United Kingdom of Great Britain and Northern Ireland:

PATRICK DEAN.

AGREEMENT FOR COOPERATION IN THE CIVIL POWER APPLICATIONS OF ATOMIC ENERGY BETWEEN THE GOVERNMENT OF THE UNITED STATES OF AMERICA AND THE GOVERNMENT OF THE UNITED KINGDOM OF GREAT BRITAIN AND NORTHERN IRELAND

The Government of the United States of America including the United States Atomic Energy Commission (hereinafter referred to as the United States) and the Government of the United Kingdom of Great Britain and Northern Ireland, on its own behalf and on behalf of the United Kingdom Atomic Energy Authority (hereinafter referred to as the United Kingdom);

Desiring to engage in cooperation in furthering the use of atomic energy in civil power applications;

Have agreed as follows:

ARTICLE I. SCOPE OF AGREEMENT

A. Subject to the availability of personnel and material, and the applicable laws, directives, regulations and license requirements in force in their respective countries, the Parties shall assist each other, as hereinafter described, in furthering the use of atomic energy in civil power applications, including merchant marine propulsion. It is the intent of the Parties that such assistance shall be rendered on a reciprocal basis.

B. Restricted Data shall not be communicated under this Agreement, and no material shall be transferred and no service shall be furnished under this Agreement if the transfer of such material or the furnishing of such service involves the communication of Restricted Data.

C. This Agreement shall not require the exchange of any information which the Parties are not permitted to communicate because the information is privately owned or has been received from another Government.

ARTICLE II. EXCHANGE OF INFORMATION

The Parties shall exchange general information in the development of atomic energy in civil power applications. Detailed information and applied information in this field shall be exchanged to such an extent and under such terms and conditions as may be agreed.

ARTICLE III. RESPONSIBILITY OF RECEIVING PARTY

The application or use of any information (including design drawings and specifications) or material exchanged or transferred under this Agreement shall be the responsibility of the Party receiving it, and the other Party does not warrant the accuracy or completeness of such information and does not warrant the suitability of such information or material for any particular use or application.

ARTICLE IV. MATERIALS FOR CIVIL POWER APPLICATIONS

A. The Commission is prepared to sell to the United Kingdom, on terms and conditions to be agreed, such quantities as may be agreed of uranium enriched in the isotope U-235 for fueling reactors in the United Kingdom civil nuclear power programs (including programs for merchant marine propulsion).

B. The Commission is also prepared to enter into contracts for the producing or enriching, or both, after December 31, 1968, in facilities owned by the Commission, of special nuclear material for the account of the United Kingdom, for the uses specified in paragraph A of this Article to such extent and subject to such terms and conditions as may be established by the Commission.

C. With regard to the transactions provided for in this Article it is understood that:

(1) contracts specifying quantities, enrichments, delivery schedules and other terms and conditions of supply or service will

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
FOR INFORMATION ONLY;
(NOT TO BE QUOTED OR CITED)

Issued June 30, 1966
For actions of June 29, 1966
89th-2nd; No. 107

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HIGHLIGHTS: House received conference report on cotton research-promotion bill. Reps. Roush and Brademas urged enactment of disaster relief bill. Senate committee voted to report child nutrition bill. Senate passed screw-worm eradication bill. Sen. Proxmire urged enactment of special school milk program. Rep. Gross inserted tabulation of underpayment to agriculture and debt expansion.

HOUSE

1. COTTON. Received the conference report on H. R. 12322, the cotton research and promotion bill (H. Rept. 1673) (pp. 13954-5). The report contains a statement and explanation of the effect of the action agreed upon by the conferees as follows:

"H. R. 12322 would authorize the Secretary of Agriculture to issue a marketing order authorizing the collection of contributions from cotton producers of \$1.00 per bale to be used for the purpose of research and promotion to further the consumption of cotton in the United States. As in the case of other

marketing orders, the bill provides that the proposed marketing order should be approved in a referendum of cotton producers by two-thirds of the producers voting in the referendum or two-thirds of the cotton production represented by producers in the referendum.

"The Senate amended the bill in two respects: (1) To provide that the assessment could not exceed \$1.00 per bale; (2) To provide that approval of the marketing order in the referendum by a vote of two-thirds of the volume represented would not be effective unless such vote also represented at least a majority of the producers voting in the referendum.

"In the meeting of the conferees it was stated that the Secretary of Agriculture had announced that he would not approve the proposed marketing order unless a majority of the producers voted in favor of it, if the decision were to be made on a volume of production basis. The Senate amendment dealing with this matter appeared, therefore, to be a moot question and the House conferees accepted this amendment.

"Having accepted the amendment with respect to the referendum, the conferees felt that it would give cotton producers greater confidence in the proposed program to accept also the first Senate amendment which provides that the producer assessment under the proposed marketing order cannot be, under any circumstances, more than \$1.00 per bale under this legislation."

2. PERSONNEL; PAY. Concurred in Senate amendments to H. R. 1535, to permit the payment of premium compensation to Classification Act employees for periods of work involving hazardous conditions (p. 13955). This bill will now be sent to the President.
3. WATER FOR PEACE. A subcommittee of the Foreign Affairs Committee approved for full committee action H. J. Res. 1169, to enable the U. S. to organize and hold an International Conference on Water for Peace in the U. S. in 1967. p. D594
4. TRANSPORTATION. The Government Operations Committee voted to report (but did not actually report) H. R. 15963, amended, to establish a Department of Transportation. p. D594
5. RECREATION. The Interior and Insular Affairs Committee voted to report (but did not actually report) H. R. 51, amended, to provide for the establishment of the Indiana Dunes National Lakeshore. p. D594
6. FIREFIGHTERS. A subcommittee of the Post Office and Civil Service Committee approved for full committee action H. R. 10294, to reduce the time in standby status of firefighting personnel of the Federal Government. p. D595
7. FOREIGN AID. The "Daily Digest" states that the Rules Committee "granted an open rule with 5 hours of debate on H. R. 15750," the foreign aid authorization bill. p. D595
8. POVERTY. The "Daily Digest" states that the Rules Committee "granted an open rule with 8 hours of debate on H. R. 15111," the Economic Opportunity Act amendments. p. D595
9. DISASTER RELIEF. Reps. Roush and Brademas commended and discussed the provisions of S. 1861, to provide additional assistance for areas suffering a major disaster, and urged its enactment. pp. 13982-86

FIREFIGHTERS

Committee on Post Office and Civil Service: Subcommittee on Civil Service met in executive session and approved for full committee action H.R. 10294 (amended), to reduce the time in standby status of fire-fighting personnel of the Federal Government.

PUBLIC WORKS AND ECONOMIC DEVELOPMENT ACT

Committee on Public Works: Concluded hearings on H.R. 10855, and related bills, to amend the Public Works and Economic Development Act of 1965. Testimony was heard from Eugene P. Foley, Director, Economic Development Administration, Department of Commerce; and Stanley H. Ruttenberg, Administrator of the Manpower Administration, Department of Labor.

FOREIGN ASSISTANCE ACT

Committee on Rules: Granted an open rule with 5 hours of debate on H.R. 15750, the Foreign Assistance Act. Testimony was heard from Representatives Morgan and Adair.

ECONOMIC OPPORTUNITY ACT

Committee on Rules: Granted an open rule with 8 hours of debate on H.R. 15111, the Economic Opportunity Act amendments.

SCIENTIFIC REFERENCE DATA

Committee on Science and Astronautics: Subcommittee on Science, Research, and Development continued hearings on H.R. 15638, regarding scientific reference data. Testimony was heard from J. Herbert Holloman, Assistant Secretary for Science and Technology; and Allan V. Astrin, Director, National Bureau of Standards.

SURPLUS CORN

Select Committee on Small Business: Subcommittee on Special Investigations of Small Business Problems continued hearings on the marketing of surplus corn by the Department of Agriculture, and how it affects small business. Testimony was heard from Roland F. Ballou, Deputy Administrator of Commodity Operations; Edwin A. Jaenke, Associate Administrator; Clyde Merri-man, Deputy Director, Procurement and Sales; all of the Agricultural Stabilization and Conservation Service, Department of Agriculture; and public witnesses.

Joint Committee Meetings**ORGANIZATION OF CONGRESS**

Joint Committee on the Organization of the Congress: Committee continued its executive consideration of various proposals to change the organization of Congress,

but made no announcements, and will meet again after the Fourth of July holiday.

MILITARY PROCUREMENT

Conferees, in executive session, agreed to file a conference report on the differences between the Senate- and House-passed versions of S. 2950, fiscal 1967 authorizations for military procurement and for military pay increases.

COTTON

Conferees, on Tuesday, June 28, agreed to file a conference report on the differences between the Senate- and House-passed versions of H.R. 12322, proposed Cotton Research and Promotion Act.

COMMITTEE MEETINGS FOR THURSDAY, JUNE 30

(All meetings are open unless otherwise designated)

Senate

Committee on Commerce, Surface Transportation Subcommittee, on S. 2893, relating to the issuance of certificates to motor common carriers of passengers, 9 a.m., 5110 New Senate Office Building.

Committee on Finance, on H.R. 8436, to amend the tariff schedules with respect to the dutiable status of watches and other timing devices from U.S. insular possessions, 9 a.m., 2221 New Senate Office Building.

Committee on Foreign Relations, to continue its hearings on U.S. policy toward NATO, to hear Under Secretary of State George Ball, 10 a.m., 318 Old Senate Office Building.

Committee on Government Operations, Subcommittee on Foreign Aid Expenditures, to resume hearings on the nature and effectiveness of interagency coordination in the administration of P.L. 480, Agricultural Trade Development and Assistance Act, 10 a.m., 3302 New Senate Office Building.

Committee on Interior and Insular Affairs, Subcommittee on Water and Power Resources, on S. 2297, giving U.S. district courts jurisdiction over actions brought to determine just compensation for lands acquired by the U.S. for irrigation canals, 2 p.m., 3110 New Senate Office Building.

Committee on the Judiciary, Internal Security Subcommittee, on gaps in the internal security laws and how to fill them, 10:30 a.m., 2228 New Senate Office Building.

Committee on Public Works, Subcommittee on Public Buildings and Grounds, on S. 3389, to establish the Joseph H. Hirshhorn Museum and Sculpture Garden, 10 a.m., 4200 New Senate Office Building.

House

Committee on Armed Services, to continue the review of the Selective Service System, 10 a.m., 2118 Rayburn House Office Building.

Committee on Interior and Insular Affairs, Subcommittee on Irrigation and Reclamation, to consider H.R. 9976, relating to property compensation with respect to reclamation canals, 9:45 a.m., 1324 Longworth House Office Building.

Committee on Interstate and Foreign Commerce, executive, to continue consideration of H.R. 13228, the Traffic Safety Act of 1966, 10 a.m., 2123 Rayburn House Office Building.

Next meeting of the SENATE
12:00 noon, Thursday, June 30

Next meeting of the HOUSE OF REPRESENTATIVES
12:00 noon, Thursday, June 30

Committee on Post Office and Civil Service, Subcommittee on Postal Rates, executive, to consider S. 390, regarding postal rates for volunteer fire companies, 9:45 a.m., 346 Cannon House Office Building.

Committee on Science and Astronautics, Subcommittee on Science, Research, and Development, to continue consideration of H.R. 15638, relating to scientific reference data, 10 a.m., 2325 Rayburn House Office Building.



Congressional Record

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MAST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(FOR INFORMATION ONLY;
NOT TO BE QUOTED OR CITED)

Issued July 15, 1966
For actions of July 14, 1966
89th-2nd; No. 112

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HIGHLIGHTS: Senate approved extension of International Wheat Agreement. House passed foreign aid authorization bill.

SENATE

- WHEAT. Agreed to a protocol for extension of the International Wheat Agreement until July 31, 1967. pp. 14936-8
- RECLAMATION. Sen. Moss commended and inserted an editorial favoring the Central Arizona project dams on the Colorado River. pp. 14922-3

3. MILK. Sen. Proxmire stated he will follow closely the school milk program to ascertain if the funds appropriated are "adequate." p. 14922
4. APPROPRIATIONS. Agreed to limit debate to one hour on each amendment to H. R. 14596, the agricultural appropriation bill, when the bill is considered May, July 15. p. 14942

HOUSE

5. SOIL SURVEYS. A subcommittee of the Agriculture Committee approved for full committee consideration S. 902, amended, to authorize this Department to provide soil information assistance to States and other public agencies, including community development districts, for guidance in community planning and resource development. p. D622-3
6. FORESTS. A subcommittee of the Agriculture Committee approved for full committee consideration H. R. 954, for the relief of certain persons having summer homes in the Pinedcrest Recreation Area, Stanislaus National Forest. p. D623
7. RECREATION. A subcommittee of the Interior and Insular Affairs Committee approved for full committee consideration S. 936, to establish in Mich. the Sleeping Bear Dunes National Lakeshore; H. R. 2778, amended, to provide for the establishment of the Bighorn Canyon National Recreation Area; and H. R. 678, amended, to establish in Mich. the Pictured Rocks National Lakeshore. p. D623
8. LOANS. A subcommittee of the Agriculture Committee approved for full committee consideration H. R. 15510, to authorize this Department to hold prepayments made to the Secretary by insured-loan borrowers and transmit them to the holder of the note in installments as they become due. p. D623
9. ECONOMY. Rep. Ullman expressed concern for the future of the economy "because of skyrocketing interest rates and the critical imbalance in the national money supply." pp. 15034-6
10. FARM PROGRAM. Rep. Andrews, N. Dak., claimed there is an "anti-farm attitude of this administration with its hide export controls, cheese import increases and the cutbacks of domestic meat purchases for the military, reductions in school lunch and school milk funds--all designed to push down farm prices." p. 15037
11. OPINION POLL. Rep. Wydler inserted the results of a questionnaire including items of interest to this Department. p. 15053
12. WATER POLLUTION. Rep. Devine commended and inserted a speech by Rep. Cramer on the Federal water pollution control programs. pp. 15053-6
13. POVERTY. Rep. Cramer inserted an article bringing to light "further irregularities in the administration of the war on poverty on the west coast : Florida." pp. 15057-8

The Rules Committee was granted until midnight July 15 to file a report on H. R. 15111, to make various amendments to the Economic Opportunity Act. p. 14991

July 19, 1966

12. SOIL SURVEYS. The Agriculture Committee voted to report (but did not actually report) S. 902, amended, to authorize this Department to provide soil information assistance to States and other public agencies, including community development districts, for guidance in community planning and resource development. p. D640
13. LOANS. The Agriculture Committee voted to report (but did not actually report) H. R. 15510, to authorize this Department to hold prepayments made to the Secretary by insured-loan borrowers and transmit them to the holders of the notes in installments as they become due. p. D640
14. ACREAGE DIVERSION. The Agriculture Committee voted to report (but did not actually report) H. R. 14831, to amend the provisions of the law relating to the planting of crops on acreage diverted under the cotton, wheat, and feed grains program. p. D640
15. FORESTRY. The "Daily Digest" states that the Agriculture Committee" adopted a committee resolution, which disposes of H. R. 954 and related bills, for the relief of certain persons having summer homes in the Pinecrest Recreation Area, in the Stanislaus National Forest." p. D640-1
Rep. Wyatt stated that "an imminent and real disaster threatens the timber industry" because "high interest rates on mortgage loans are putting a virtual brake on new commitments for home construction." pp. 15498-9
16. POVERTY. The Rules Committee reported a resolution for the consideration of H. R. 15111, proposed amendments to the Economic Opportunity Act. p. 15510
17. APPROPRIATIONS. Began debate on H. R. 15941, the defense appropriation bill. The bill includes funds for milk for military personnel, which previously had been financed by USDA. pp. 15442-88
18. CONSERVATION. Rep. Edmondson commended the approval by Secretary Freeman of the Cherokee Hills Resource, Conservation, and Development project, Okla. p. 15494
19. PERSONNEL; SALARIES. Rep. Flynt spoke in favor of his bill H. R. 16302, to provide an equitable system for fixing and adjusting the rates of compensation of wage board employees. pp. 15493-4
20. BALANCE-OF-PAYMENTS. Rep. Curtis inserted articles discussing the National Foreign Trade Council forecast of a 1966 balance-of-payments deficit twice that of 1965. p. 15496
21. BUDGET. Reps. Albert, Boggs, Mahon, and Sikes commended the fiscal 1966 budget results announced July 19. pp. 15503-4

ITEMS IN APPENDIX

22. INFLATION. Extension of remarks of Rep. Curtis inserting an article, "Inflation Still Gnaws the Economy: Big Brother the Villain", and stating that "it is to be commended for laying the blame for the recent inflation at the administration's door." p. A3790

23. FARM CREDIT. Speech in the House by Rep. Teague urging passage of legislation to simplify the laws of the Farm Credit Administration. p. A3790
24. MILK. Extension of remarks of Rep. Callan stating that a proposal has been offered by the Food and Drug Admin. in which certain foods are allowed to be vitamin fortified and others are not, and that milk is one of those products in which vitamin fortifying is not allowed. pp. A3801-2
25. POVERTY. Rep. McCarthy inserted a three-part editorial review of the war on poverty. pp. A3810-1

BILLS INTRODUCED

26. HOLIDAYS. H. R. 16335 by Rep. Fulton of Pa., to provide that Flag Day shall be a legal public holiday; to Judiciary Committee.
H. J. Res. 1214 by Rep. Schisler, declaring the first Tuesday after the first Monday of November in each even-numbered year to be a legal public holiday; to Judiciary Committee.
27. WATERSHEDS. H. Con. Res. 833 by Rep. Davis of Ga., H. Con. Res. 834 by Rep. Greigg, H. Con. Res. 835 by Rep. Hansen of Iowa, H. Con. Res. 836 by Rep. O'Neal of Ga., and H. Con. Res. 838 by Rep. Stephens, urging the Bureau of the Budget to avoid delay in submission of watershed improvement plans; to Agriculture Committee.

BILL APPROVED BY THE PRESIDENT

28. PERSONNEL; PAY. H. R. 14122, the Federal employees pay bill. Approved July 18, 1966 (Public Law 89-504).

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COMMITTEE HEARINGS JULY 20:

Disaster relief bills, H. Public Works (Polk, FHA, to testify).
Food for freedom bill, S. Agriculture (exec).
Child nutrition bills, H. Agriculture (exec), and H. Education and Labor (exec).

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ECONOMIC OPPORTUNITY ACT
AMENDMENTS OF 1966

REPORT
OF THE
COMMITTEE ON RULES
HOUSE OF REPRESENTATIVES

TO ACCOMPANY

H. Res. 923

PROVIDING FOR CONSIDERATION OF H.R. 15111, A BILL TO
PROVIDE FOR CONTINUED PROGRESS IN THE NATION'S
WAR ON POVERTY



JULY 19, 1966

U.S. GOVERNMENT PRINTING OFFICE

WASHINGTON : 1966

65-006

ECONOMIC OPPORTUNITY ACT AMENDMENTS OF 1966

JULY 19, 1966.—Referred to the House Calendar and ordered to be printed

Mr. SISK, from the Committee on Rules, submitted the following

REPORT

together with

SEPARATE VIEWS

(To accompany H. Res. 923)

The Committee on Rules, to whom was referred the bill (H.R. 15111) to provide for continued progress in the Nation's war on poverty, having considered the same, report House Resolution 923 thereon to the House with the recommendation that the resolution do pass.

On June 29, 1966, by a vote of seven to six, the Committee on Rules ordered reported to the House of Representatives the Economic Opportunity Act Amendments of 1966 (H.R. 15111) under an open rule with 8 hours of general debate.

Some members of the Committee on Rules were enthusiastically in favor of the poverty program, while others were skeptical of some parts of it or the administration thereof. A majority of the members favored the House floor as a forum for further explorations.

The Committee on Rules acted expeditiously and made every effort to understand the vast programs encompassed in the legislation, without benefit of testimony from the chairman of the Education and Labor Committee, who is also chairman of the subcommittee which handled the bill.

On June 3, 1966, Chairman Powell requested a hearing before the Committee on Rules "at the earliest possible date in order that we may seek action on the floor of the House without delay." However, he failed to appear at any time to express himself for or against the poverty program.

H R. 15111 will authorize the expenditure of \$1.75 billion in fiscal year 1967. Hearings on the bill were held on June 9, 14, 15, 21, and

23. Two additional dates, of his selection, were agreed upon for Chairman Powell's appearance after his extended trip to the International Labor Organization Conference in Geneva, but he failed to appear on either of these occasions.

A majority member of the Rules Committee stated that "from the standpoint of any delay I think the record should show, and as far as I am concerned publicly show, that such delays have not been the fault of this committee but [of] a lack of attendance on the part of the chairman of the Education and Labor Committee." (Hearing before the Committee on Rules, pt. 5, pp. 163, 164.)

The following witnesses did appear before the Committee on Rules in the order listed: Congressman Sam Gibbons, Democrat, of Florida; Congressman William H. Ayres, Republican, of Ohio; Congressman Alphonzo Bell, Republican, of California; Congressman Albert H. Quie, Republican, of Minnesota; and Congressman Charles E. Goodell, Republican, of New York.

Congressman Gibbons, the only witness for the majority of the Committee on Education and Labor, testified ably in behalf of the legislation. However, he was not in the position of authority to have the final answers about certain substantive questions relative to the expenditures and disputed reports of the ad hoc subcommittee which was authorized in February of 1965 to investigate the administration of the poverty program.

The following resolutions, which authorized funds to investigate the administration of the poverty program, were reported favorably by the Committee on House Administration and adopted by the House: House Resolution 139, \$50,000, February 24, 1965; House Resolution 537, \$100,000, August 25, 1965; House Resolution 609, \$100,000, October 19, 1965. House Resolution 845, requesting another \$100,000 for this study, is pending before the Committee on House Administration at this time.

The Committee on Rules sought to obtain reports of the ad hoc investigating subcommittee and expressed a desire to question the chairman of the Committee on Education and Labor about them. Neither arrived.

Congressman Gibbons testified that he could not speak for Chairman Powell about investigative reports, although he believed that pertinent information was available to committee members and to other Members of Congress.

One minority witness stated that, even though the House had appropriated \$250,000 for the investigative study last year, "To date no report has been printed for anybody to read the results of the investigation. One would expect [that] at least a summary would be made available." (Hearing before the Committee on Rules, pt. 3, p. 114).

Congressman H. Allen Smith, the ranking minority member of the Committee on Rules, stated: "I do not intend to hold up the hearings on this important bill. But I would like the record to show before we go into executive session that I request Mr. Powell to be here so I can ask some questions which I had planned to ask him relative to his intent and purpose with respect to this particular matter." (Hearing before the Committee on Rules, pt. 1, p. 14.)

Republican witnesses testified that they submitted a list of 67 witnesses, many of whom were operating local poverty programs around

the country, and requested that these persons be called to testify before the Committee on Education and Labor. None were called, though there was ample time to hear them since the committee did not get into the markup of the bill until some weeks (41 days) after the closing of public hearings. When asked why these witnesses were not heard, Congressman Gibbons said, "That is a question which the chairman can answer much better than I can." (Hearing before the Committee on Rules, pt. 3, pp. 112, 113, 114; pt. 1, pp. 32, 33.)

Another question to which the minority sought an answer was: Why did the chairman of the Committee on Education and Labor refuse requests from members of his committee to see 9 of the 10 withheld field investigative reports which were made by the staff investigators? The answer is still being sought. (Hearing before the Committee on Rules, pt. 3, pt. 115; p. 4, pp. 148, 149.)

On June 29, the Committee on Rules voted (7 to 6) to bring the Economic Opportunity Act Amendments of 1966 to the House floor and to prepare this special report, with members of the committee having an opportunity to include minority or separate views.

Printed copies of the hearings before the Committee on Rules are available.

SEPARATE VIEWS OF MR. O'NEILL, OF MASSACHUSETTS

On page 2, the report states that a "majority member of the Rules Committee" criticizes the chairman "for a lack of attendance." I would suggest that this is *not* a proper procedure for the Rules Committee to personally criticize the chairman of another committee. What is even more improper is the anonymity of the majority member. Certainly if any personal criticism is published of another committee chairman—an unprecedented action of the Rules Committee—simple ethics would demand that the majority member sign his name publicly to the report.

On Congressman Gibbons' public statements that he was "not in the position of authority to have the final answers about certain substantive questions relative to the expenditures and disputed reports of the ad hoc subcommittee," this is a surprising statement because several of the staff members not only had all the answers to these questions, but had offered them to Congressman Gibbons. The staff director of the full Education and Labor Committee, the director of the Ad Hoc Subcommittee on the War on Poverty and the special assistant to the chairman were all in possession of the necessary information concerning the war on poverty investigations.

There is no record of the Republicans specifically requesting at any one time 67 witnesses. Furthermore, this would have turned the hearings into an endless and wearying circus of repetitive recitations of the problems in the war on poverty which had already been delineated by the various witnesses and newspaper articles, all of which were read into the record of the hearings by the chairman.

Congressman Gibbons also was aware of the reasons why the alleged 67 witnesses were not called because he discussed this decision with the chairman in the chairman's office and the two agreed that it would be redundant to have any more witnesses than the number originally agreed upon by the chairman and Mr. Gibbons, as floor manager of the bill.

THOMAS P. O'NEILL, Jr.

House Calendar No. 269

89TH CONGRESS
2^D SESSION

H. RES. 923

[Report No. 1707]

IN THE HOUSE OF REPRESENTATIVES

JULY 19, 1966

Mr. SISK, from the Committee on Rules, reported the following resolution;
which was referred to the House Calendar and ordered to be printed

RESOLUTION

1 *Resolved*, That upon the adoption of this resolution
2 it shall be in order to move that the House resolve itself into
3 the Committee of the Whole House on the State of the Union
4 for the consideration of the bill (H.R. 15111) to provide for
5 continued progress in the Nation's war on poverty. After
6 general debate, which shall be confined to the bill and shall
7 continue not to exceed eight hours to be equally divided and
8 controlled by the majority and minority members of the
9 Committee on Education and Labor, the bill shall be read
10 for amendment under the five-minute rule. At the conclusion
11 of the consideration of the bill for amendment, the Committee
12 shall rise and report the bill to the House with such amend-

1 ments as may have been adopted, and the previous question
2 shall be considered as ordered on the bill and amendments
3 thereto to final passage without intervening motion except
4 one motion to recommit.

House Calendar No. 269

89TH CONGRESS
2D SESSION

H. RES. 923

[Report No. 1707]

RESOLUTION

Providing for consideration of H.R. 15111, a
bill to provide for continued progress in the
Nation's war on poverty.

By Mr. Sisk

JULY 19, 1966

Referred to the House Calendar and ordered to be
printed

Aug. 23, 1966

14. **POVERTY.** The Education and Labor Committee voted to report (but did not actually report) S. 3164, to make various amendments to the Economic Opportunity Act. p. D793
15. **PRESIDENT'S TRIP.** Sen. Mansfield inserted several speeches made by the President on his recent northeastern trip, including statements of interest to this Department. pp. 19408-16
16. **SCHOOL MILK.** Sen. Proxmire urged adequate funding of the school milk program and stated an intention to ask for a supplemental appropriation for school milk this year. p. 19431
17. **BEEF IMPORTS.** Sen. Hruska expressed concern for the "sharp increase" in the imports of beef and urged this Department to review the forecast of expected volume of exports and the manner in which data on meat imports are made public. pp. 19433-4
18. **FARM LIFE.** Sen. McGovern commended and inserted a speech, "The Family Farm and the Future." pp. 19434-7

ITEMS IN APPENDIX

19. **WATER POLLUTION.** Extension of remarks of Rep. Rumsfeld calling for the discontinuance of "disposal of waste materials into Lake Michigan" and inserting a supporting article. pp. A4444-5
20. **TRUTH BILLS.** Extension of remarks of Rep. Farbstein commending the truth-in-packaging and truth-in-lending bills and inserting articles on the subject. p. A4445
21. **TRANSPORTATION.** Speech in the House by Rep. Fraser during debate on proposed Urban Mass Transportation Act of 1966. p. A4460

PRINTED HEARINGS RECEIVED BY THIS OFFICE

22. **DISASTER RELIEF.** S. 1861 and related bills, proposed Disaster Relief Act of 1965. Part 2. H. Public Works Committee.
23. **VETERANS.** Review of the administration and operation of the Selective Service System. H. Armed Services Committee.
24. **SCHOOL LUNCH.** S. 3467, to amend the National School Lunch Act to strengthen and expand food service programs for children. H. Education and Labor Committee.
25. **INFORMATION.** H. R. 15638, H. R. 16897, to provide a standard reference data system. H. Science and Astronautics Committee.
26. **ORGANIZATION.** S. Res. 293, establishing a Special Committee on the Organization of the Congress. S. Rules and Administration Committee.
27. **PROPERTY; TAXES.** S. 3000, property taxes in Federal enclaves. S. Government Operations Committee.

28. RECREATION. S. 2962, Redwood National Park. Part 1. S. Interior and Insular Affairs Committee.
29. ELECTRIFICATION. H. R. 14000, 14048, 14837, and 15162, REA financing. H. Agriculture Committee.
30. POSTAL RATES. H. R. 14904, parcel post rates. S. Post Office and Civil Service Committee.

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COMMITTEE HEARINGS AUG. 24:

Food for freedom, S. Agriculture (exec).

Hazardous article labeling, S. Commerce.

Organization of Congress, S. Rules and Adm. (exec).

H. Agriculture: World Farm Center; Seed Act amendments (exec); cotton processors loans (exec).

Packaging and labeling, H. Commerce.

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DIGEST of Congressional Proceedings

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HIGHLIGHTS: Senate agreed to conference report on bill to authorize additional supergrade positions. Senate committee reported bills to revise Seed Act and authorize holding of prepayments on FHA loans. Senate committees voted to report poverty and Transportation Dept. bills. House subcommittee approved bill providing adjustment of Defense milk contracts when USDA orders prices raised. House committees voted to report packaging and labeling and disaster relief bills.

SENATE

1. SUPERGRADES. Agreed to the conference report on S. 2393, to authorize 300 additional positions at GS-16, 17, and 18. This bill will now be sent to the President. pp. 22693-4
2. LABOR-HEW APPROPRIATION BILL. The Appropriations Committee reported with amendments this bill, H. R. 14745, which is to be debated Mon. (S. Rept. 1631). p. 22676

3. LOANS. The Agriculture and Forestry Committee reported without amendment H. R. 15510, to authorize the Department to hold prepayments made by insured-loan borrowers and transmit them to the holders of the notes in installments as they become due (S. Rept. 1633). p. 22676
Sen. Eastland commended the program for FHA loans and grants for water supply and waste disposal. p. 22707
4. SEED. The Agriculture and Forestry Committee reported with amendments H. R. 15662, to revise the Federal Seed Act (S. Rept. 1632). p. 22676
5. TAXATION. Sen. Proxmire claimed the proposed investment-credit suspension would take \$100 million annually out of the pockets of farmers. p. 22690
6. PERSONNEL; EXPENDITURES. Sen. Williams, Del., criticized "excessive" Federal employment and said the freeze at present levels is an "insult to the intelligence of ...taxpayers." pp. 22696-7
7. CHILD NUTRITION. Sen. Proxmire commended action on the child nutrition bill. p. 22720
8. CORN. Sen. Miller commended the work of the Corn Refiners Association, Inc. pp. 22725-6
9. TARIFFS. Sen. Smathers gave a situation report on Kennedy Round tariff negotiations. pp. 22727-31
10. SEA-GRANT COLLEGES. Conferees were appointed on H. R. 16559, to authorize sea-grant colleges. House conferees have been appointed. p. 22748
11. BUILDINGS. Received from GSA a proposed bill "to amend the Public Buildings Act"; to Public Works Committee. p. 22676
12. EXPOSITION. The Foreign Relations Committee voted to report (but did not actually report) H. R. 15098, to provide for U. S. participation in the HemisFair 1968 Exposition, to be held in San Antonio. pp. D907-8
13. TRANSPORTATION. The Government Operations Committee voted to report (but did not actually report) S. 3010, to create a Department of Transportation. p. D908
14. POVERTY. The Labor and Public Welfare Committee voted to report (but did not actually report) S. 3164, to amend the Economic Opportunity Act. As approved, the bill would authorize \$2.496 billion for the fiscal year 1967. p. D908
15. ADJOURNED until Mon., Sept. 26. p. 22748

HOUSE

16. MILK PRICES. A subcommittee of the Armed Services Committee approved for full-committee action H. R. 17500, amended, to provide for price adjustments in contracts for procurement of milk by the Department of Defense. p. D909
17. PACKAGING AND LABELING. The Interstate and Foreign Commerce Committee voted to report (but did not actually report) H. R. 15440, amended, to prevent the use of unfair or deceptive methods of packaging or labeling of certain consumer

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HIGHLIGHTS: Conferees reported food-for-freedom bill. House debated poverty bill. House committee reported investment-tax bill, and Rep. Langen asked exemption of farmers. House committees reported packaging-labeling bill, continuing-appropriations measure, and analysis of CCC corn marketing. Senate passed bill to revise Federal Seed Act. Senate passed bill to permit prepayments of FHA loans.

HOUSE

1. **FOOD FOR FREEDOM.** Received the conference report on H. R. 14929, the food-for-freedom bill (H. Rept. 2075). The conferees changed the short title of the bill to "Food for Peace Act of 1966" instead of "Food for Freedom" as in the House version. However, this does not change the title of the basic legislation, which remains "Agricultural Trade Development and Assistance Act of 1954." pp. 22833-40

2. POVERTY. Began debate on H. R. 15111, to provide for continuation of the war on poverty. pp. 22803-33
3. TAXATION. The Ways and Means Committee reported with amendment H. R. 17607, to suspend the investment credit and the allowance of accelerated depreciation in the case of certain real property (H. Rept. 2087) (p. 22854). Rep. Langen recommended exemption of farmers from this bill (p. 22843).
4. TARIFF. Rep. Curtis inserted a "progress report" on Kennedy round tariff negotiations. pp. 22843-5
5. POLITICAL ACTIVITIES. Rep. Ashbrook gave answers to questions as to actions which Federal employees are permitted to take under the Hatch Political Activities Act. p. 22845
6. DEMONSTRATION CITIES; EDUCATION; WATER POLLUTION. The Rules Committee reported a resolution for consideration of S. 3708, the demonstration cities bill; H. R. 13161, to strengthen and improve education in elementary and secondary schools; and H. R. 16076, to improve and make more effective the Federal Water Pollution Control Act. p. 22854
7. PACKAGING; LABELING. The Interstate and Foreign Commerce Committee reported with amendment H. R. 15440, the fair packaging and labeling bill (H. Rept. 2076). p. 22854
8. BANKING. The Banking and Currency Committee reported with amendment H. R. 17899, to strengthen the regulatory and supervisory authority of Federal agencies over insured banks and insured savings and loans associations, to increase the maximum amount of insured accounts or deposits, etc. (H. Rept. 2077). p. 22854
The Banking and Currency Committee reported S. 1556, to authorize the Federal Reserve Board to delegate certain of its functions (H. Rept. 2079). p. 22854
9. APPROPRIATIONS. The Appropriations Committee reported H. J. Res. 1308, making continuing appropriations for the fiscal year 1967 (H. Rept. 2078). p. 22854
10. CCC CORN. The Small Business Committee submitted a report, "The Effect of Corn Marketing by the Commodity Credit Corporation Upon Small Business" (H. Rept. 2082). p. 22854

SENATE

11. SEEDS. Passed as reported H. R. 15662, to revise the Federal Seed Act. p. 22858
12. LOANS. Passed without amendment H. R. 15510, to authorize the Secretary of Agriculture to hold prepayments made to the Department by insured loan borrowers on Farmers Home Administration loans and transmit them to the holders of the notes in installments. This bill will now be sent to the President. pp. 22858-9
13. LABOR-HEW APPROPRIATION BILL. Began debate on this bill, H. R. 14745. pp. 22857, 22889-902

twice—on April 26 of 1966 and September 20 of 1966—for a provision to cut off aid to nations trading with or shipping to North Vietnam.

Not content with one deception, Nixon also told a press conference that I "had as much to do with the Arkansas project as Barry Goldwater did with the TVA." The obvious inference was that I had not supported the Arkansas River development program, referred to by the reporter, since Goldwater was not a TVA supporter.

I will deal at some length with this landmark falsehood in a special order; it is too big, and too irresponsible, to treat lightly. Every American should be alerted to the methods being used by Nixon today.

The SPEAKER. The time of the gentleman has expired.

JOHN BIRCHER CONTRIBUTES TO PRESIDENT'S CLUB

(Mr. GERALD R. FORD asked and was given permission to address the House for 1 minute.)

Mr. GERALD R. FORD. Mr. Speaker, I hasten to remind the gentleman from Oklahoma that a member of the John Birch Society, within the last 6 or 8 months, contributed \$12,000 to President Johnson's President's Club and we can all assume this political campaign contribution will be used to help elect Democrats.

Mr. EDMONDSON. Mr. Speaker, will the gentleman yield to me at that point?

Mr. GERALD R. FORD. Surely.

Mr. EDMONDSON. I have received no funds myself from the John Birch Society, and my opponent in this race cannot make that statement I assure you. The gentleman's remarks about the reported President's Club contributions certainly have no bearing whatsoever on the campaign tactics being employed by Mr. Nixon or my opponent. I want no part of the Birch Society myself.

Mr. GERALD R. FORD. I repeat that the President's Club received a \$12,000 contribution from a very active member of the John Birch Society. Unquestionably the managers of the President's Club will use those funds on behalf of Democratic candidates and the Democratic Party.

DEATH OF MRS. JOHN PHILLIPS, OF RIVERSIDE, CALIF.

(Mr. UTT asked and was given permission to address the House for 1 minute.)

Mr. UTT. Mr. Speaker, I take this time to inform the House of the death of Dorothy Phillips, the wife of our long-time colleague, John Phillips, from Riverside, Calif. The funeral will be held at Riverside on the 30th of September. There has been a request that no flowers whatsoever be sent, but that any contribution to the Cancer Society of Riverside will be most commendable.

PERSONAL ANNOUNCEMENT

Mr. STRATTON. Mr. Speaker, on rollcall No. 293, on September 20, I was

inevitably detained in my district on urgent business and I was unable to vote. I am recorded in the RECORD as having been paired against the motion to recommit the bill and to reduce the total amount of economic aid. Actually, had I been present, Mr. Speaker, I would have voted to support the motion to recommit. I ask unanimous consent that the permanent RECORD be corrected to delete the pair indicating my opposition to the motion.

The SPEAKER. The gentleman's statement will appear in the RECORD.

CALL OF THE HOUSE

Mr. HALL. Mr. Speaker, I make the point of order that a quorum is not present.

The SPEAKER. Evidently a quorum is not present.

Mr. BOGGS. Mr. Speaker, I move a call of the House.

A call of the House was ordered.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 302]

Adair	Gilligan	Murphy, N.Y.
Albert	Grabowski	Murray
Ashbrook	Gray	Nedzi
Ashley	Greigg	Nix
Aspinall	Griffiths	O'Brien
Blatnik	Gurney	O'Konski
Bow	Hagan, Ga.	Olsen, Mont.
Brock	Halleck	Phibbin
Brown, Clarence J., Jr.	Halpern	Pinnle
Callaway	Hanna	Poage
Carter	Hansen, Idaho	Pool
Casey	Hansen, Iowa	Powell
Celler	Hébert	Rees
Clausen,	Hollifield	Reifel
Don H.	Holland	Reinecke
Clevenger	Hutchinson	Resnick
Collier	Irwin	Rivers, S.C.
Conable	Johnson, Calif.	Rogers, Colo.
Cooley	Johnson, Okla.	Rogers, Tex.
Corbett	Jones, Mo.	Roncallo
Corman	Jones, N.C.	Roudebush
Craley	Keith	St Germain
Cunningham	Keogh	Scott
Daddario	King, N.Y.	Shibley
Davis, Ga.	Kluczynski	Sikes
Dent	Kupferman	Skubitz
Derwinski	Landrum	Stanton
Donohue	McClory	Steed
Dorn	McEwen	Stephens
Duncan, Oreg.	McMillan	Sweeney
Dyal	McVicker	Teague, Tex.
Edwards, Ala.	Machen	Toll
Edwards, La.	Mailliard	Tunney
Evans, Colo.	Martin, Ala.	Tuten
Farbstein	Martin, Mass.	Walker, Miss.
Fascell	Meeds	Weltner
Findley	Michel	White, Idaho
Fino	Miller	Whitten
Fisher	Monagan	Wilson, Bob
Flynt	Moore	Wright
Fogarty	Morrison	Wylder
Giaimo	Morse	
	Moss	

The SPEAKER. On this rollcall, 308 Members have answered to their names, a quorum.

By unanimous consent, further proceedings under the call were dispensed with.

ECONOMIC OPPORTUNITY ACT AMENDMENTS OF 1966

Mr. SISK. Mr. Speaker, I call up House Resolution 923, providing for the consideration of H.R. 15111, a bill to provide for continued progress in the Nation's war on poverty, and ask for its immediate consideration.

The Clerk read the resolution, as follows:

H. RES. 923

Resolved, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 15111) to provide for continued progress in the Nation's war on poverty. After general debate, which shall be confined to the bill and shall continue not to exceed eight hours to be equally divided and controlled by the majority and minority members of the Committee on Education and Labor, the bill shall be read for amendment under the five-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

The SPEAKER. The gentleman from California is recognized for 1 hour.

Mr. SISK. Mr. Speaker, I yield 30 minutes to the gentleman from California [Mr. SMITH], pending which I yield myself such time as I may consume.

Mr. Speaker, House Resolution 923 provides an open rule with 8 hours of general debate for consideration of H.R. 15111, a bill to provide for continued progress in the Nation's war on poverty.

To more and efficiently fulfill the goals of the Economic Opportunity Act, we must mobilize a larger portion of our national resources for the conduct of the war on poverty and at the same time be cognizant of the other national commitments and responsibilities. H.R. 15111, as reported by the Committee on Education and Labor, comes within the President's budget.

The legislative committee apparently has attempted to take advantage of the experience gained from the more than 1½ year's operation of the war on poverty. The purpose of the 1966 amendments is to take maximum advantage of those programs offering the greatest opportunity for success. In so doing, it is felt that the cycle of poverty can be broken by beginning first with young children. Therefore, the authorization for Operation Headstart has been vastly expanded with its child development and family strengthening program.

I might say also that a substantial increase in the Youth Corps program has been proposed by the present legislation.

It is deemed necessary to encourage the present healthy demand for workers by expanding job training programs. The quickest and most logical road from poverty to prosperity is a good job and hard work.

No war on poverty can be successful unless there is a healthy economy. Never in our Nation's history has there been a more fruitful time to win the war on poverty.

The great human assets sought to be saved by this legislation are so precious they deserve nothing but our best efforts.

Mr. Speaker, so far as I know, there has been no program which has been written into law by Congress in the past 10 or 12 years that has been more controversial than the one that we will be considering this week. I think without exception almost every Member of Congress has found some good and at the

same time some bad in the program as it has been administered in the past year and a half. I certainly have been highly critical of some of the administration of the present programs, some of which I believe to be wasteful expenditure of funds.

On the other hand, I think we all have to commend the work that has been done in other areas. As I mentioned earlier, the program of Headstart, the program of the Youth Corps, and the work that has been done in these areas has been generally very helpful, and it seems to me that the committee in its wisdom has attempted to emphasize and to expand those areas of the program which have proven to be beneficial and which have established a record of which the Congress can be proud.

At the same time, they have severely restricted—in fact they have almost completely cut out—funds for some of those areas in which I believe the greatest waste develops. I am thinking, for example, of some of the demonstration grants. I know from my own experience in the State of California, that many of these demonstration grants have been of questionable value.

As I analyze the bill brought to us today by the Committee on Education and Labor, I am impressed with the consideration and the efforts given by that committee to make this bill conform with what I believe are the interests of the American people.

This bill has gone through some rather agonizing moments in the last year. The Committee on Rules held on this bill probably the most extensive hearings of any piece of legislation. We started our hearings on June 9. We held hearings on June 14, 15, 21, 22, 23, and, finally, on June 29. At those hearings, transcripts were taken and those have been printed.

I believe a number of important matters were brought to the attention of the Congress through those hearings, as well, of course, as at the hearings held by the Committee on Education and Labor. I hope Members will avail themselves of the opportunity to read the report issued by the Committee on Rules upon this resolution.

Some have indicated that this sets a precedent. However, this is not true. The committee simply attempted to outline some of the problems we had in getting full and complete testimony as to whether or not a rule should be granted.

The committee, in its wisdom, on June 29, did grant a rule on this bill calling, as I have indicated before, for 8 hours of debate. I believe it is a matter worthy of consideration by the Congress. Therefore, Mr. Speaker, I urge the adoption of the resolution, and I reserve the balance of my time.

Mr. SMITH of California. Mr. Speaker, I yield myself 10 minutes.

(Mr. SMITH of California asked and was given permission to revise and extend his remarks.)

Mr. SMITH of California. Mr. Speaker, House Resolution 923 provides an open rule with 8 hours of debate for the consideration of H.R. 15111, the Eco-

nomic Opportunity Amendments of 1966, commonly referred to as the war on poverty. The rule also provides that any majority member of the Education and Labor Committee may call up the bill and control the time; and that any minority member of the committee can control the time of the minority.

You will recall that last Thursday, I made some remarks about the 21-day rule in connection with this measure. For record purposes, I wish to review the same at this time.

H.R. 15111 was reported by the Committee on Education and Labor on June 1.

On June 3 the Rules Committee received a letter from the chairman of the Education and Labor Committee requesting a hearing, "at the earliest possible date in order that we may seek action on the floor of the House without delay."

Hearings were promptly held on the following dates: June 9, 14, 15, 21, 22, and 23. Hearings were also set on June 27 and 29 in order to give the chairman an opportunity to appear. He did not appear at any time before the Rules Committee.

On June 29 the Rules Committee reported an open rule with 8 hours of debate, as previously mentioned.

Due to the July 4 recess the report accompanying the rule was not available until July 14, at which time it was filed with the rule.

On September 1, more than 1½ months after a rule had been granted, the chairman of the Education and Labor Committee filed House Resolution 1014 under the 21-day rule. It was defective and a corrected version was filed on September 2.

As I mentioned last Thursday, this, in my opinion, is not the purpose of the 21-day rule. The House rules provide for the use of the 21-day rule when the Rules Committee has acted adversely or not acted within 21 days. This was not the situation in this instance. The Rules Committee had acted affirmatively.

During the past several weeks, several informal discussions were held between various members of the Rules Committee. I made my position clear that if this measure were brought up under the 21-day rule, that I would raise a point of order, and if overruled, would attempt to defeat the 21-day rule. I also made it clear that if this measure were brought up under the rule granted by the Rules Committee, that I would support the rule. I am supporting this rule here today. That does not mean that I support the bill as presently written. But I do believe the House should have an opportunity to work its will on this legislation.

Last year after the program had been in existence for some months, the report stated:

It was not possible to completely judge some of the programs of this great new approach to the elimination of poverty because the program is only in its initial stages of operation. It is possible, however, to say at this time that the program as a whole appears to be soundly conceived and that the administration of it is being well and faithfully carried on.

I believe most Members accepted this committee statement in order to give additional time to the program. I personally voted against the bill.

The report this year accompanying H.R. 15111 states as follows:

The Committee on Education and Labor has conducted an extensive investigation into the Economic Opportunity Act of 1964, as amended. This investigation extended over a period of approximately 1 year, including hearings in Washington by the committee lasting over 2 weeks, and on-the-spot and field investigations of 79 different programs in 22 States and the District of Columbia.

The investigations included visits to 15 Job Corps conservation and urban training centers. Also included were spot checks on the operation of Neighborhood Youth Corps and intensive investigation of 58 Community Action programs in large cities such as New York, Chicago, Los Angeles, Boston and Detroit and rural communities in North Carolina, Texas, New Mexico, and West Virginia. In fact, the investigation covered the entire range of programs funded under the Economic Opportunity Act.

The committee has spent many hours in open and executive session, and the legislation we present is the result of these extensive deliberations and in-depth investigations.

The extensive minority views take issue with these statements. They state that they submitted the names of numerous witnesses to the committee whom they believed should have been heard but that none were called. They are unable to locate an overall summary or report covering the so-called extensive investigations for which the House heretofore appropriated \$250,000. They feel that some parts of the program are good, that some are bad. Their desire is to work with the majority in an effort to try to make this program successful. They feel that they have not been given the opportunity to do this, which is in their opinion wrong so far as the House is concerned and so far as the people of the United States are concerned, particularly those living in poverty.

In reviewing some of the new programs, it is noted that there is a Nelson-Scheuer program for \$88 million. As best I can determine, this is somewhat of an Adult Neighborhood Corps. Apparently little, if any, information is available as to just what this program contemplates. Another new program is narcotics rehabilitation—\$12½ million. It was only a few weeks ago that we passed a bill which materially changed the law regarding narcotic addicts. After years of study it was determined that they may be sick people and should be treated accordingly. The House gave its approval. I am unable to find any information as to what the Office of Economic Opportunity intends to do with the \$12½ million for this narcotics rehabilitation program. It does not make sense to turn an important subject like this over to OEO without some ground rules or testimony as to what they contemplate doing. They could use the English system and provide narcotics to addicts which the experts in the United States disapprove of. They could defeat what those of experience in this field are trying to do.

Another new program is personal emergency loans for \$8 million. There is little information as to what is contemplated on this new program.

It appears that problem programs such as the Job Corps and the Neighborhood Youth Corps are continued with no real improvements. A ceiling has been placed on the number of Job Corps enrollees, but no better controls or guidelines are proposed. The Neighborhood Youth Corps has fathered Neighborhood Adult Corps which has no more guidelines or controls than its parent and will undoubtedly be subject to the same abuses.

Community action programs, called by many proponents the heart of the war on poverty, are floundering across the country. In many areas, the poor who were to be active participants on community action boards are not permitted to elect their representatives and OEO refuses to intervene to correct this.

Duplication and working at cross-purposes abounds in two major areas of the program—education and job training. Two examples will suffice: First, the Office of Education partially funds Headstart programs, OEO partially funds the same program. Why is not the whole program placed under the jurisdiction of the Office of Education who has experience in the field and with whom school agencies are used to dealing. Second, why are not the Job Corps and the Neighborhood Youth Corps, both problem programs, along with the proposed Adult Corps transferred to the Department of Labor, which has experience in the field of job training and manpower development? Why the duplication and overlap? Why are not experienced Federal agencies utilized instead of creating new ones?

An editorial in the July 7 issue of the Glendale News-Press in my district sets forth their opinion of the poverty program:

POVERTY WAR STILL BUNGLING

The assertion of Sargent Shriver, director of the Office of Economic Opportunity, that poverty will be eliminated in the United States in 10 years is another unfortunate statement that can only raise false hope.

It is visionary and cruel to intimate that the so-called war on poverty as presently constituted will eliminate poverty in the foreseeable future.

Also, if there were ever a Federal program that could be held up as an example of waste it is the current so-called war against poverty. It is crying for an investigation and corrections.

In the two years the "war" has been conducted a large proportion of the \$2.3 billion spent has been literally dissipated for no good purpose and has not helped the poor proportionately. Unless the program is altered drastically, the same will be true of the \$1.7 billion proposed for next year.

It is outrageous to know that communities have been declared "pockets of poverty" without logic and against their wills. How salaries aggregating \$53.5 million annually for a towering and overpopulated bureaucracy help the poor is hard to fathom.

The costs of enrollees and graduates from the programs is a flagrant waste of national resources. Overhead for the average Job Corps participant, for example, is \$22,000 a year which is nearly enough to send 10 young persons to a quality college. This is a mild example.

Poverty funds have been used to stage anti-social plays, finance demonstrations, haul stalled cars of the poor from freeways, gone into the pockets of children of well-to-do families and even paid adults who refuse to attend training classes.

At best the so-called war on poverty is an ill-conceived, crash program with political overtones. At the worst it is a political pork barrel that is a disgrace to good government.

Patchwork or piecemeal amendments to the present program will not correct the abuses. What is needed is an entirely new law with new guidelines, new priorities and a new respect for the taxpayer's dollar.

There is merit to the suggestion that most of the OEO programs should be shifted to other existing federal agencies, such as the Department of Education or the Department of Labor.

Unless the emphasis and the management of the present "War on Poverty" is changed, the only possibility in 10 years is that the average taxpayer will be eligible for the program.

Mr. Speaker, I firmly believe that every Member of this great legislative body would like to eliminate all poverty. But I doubt very much that this bill, will accomplish that desire. I hope it can be appropriately amended so that the bad parts can be eliminated and the good parts made even better.

I support the rule, Mr. Speaker, and urge its adoption. I reserve the balance of my time.

Mr. SISK. Mr. Speaker, I yield 5 minutes to the gentleman from Indiana [Mr. MADDEN].

(Mr. MADDEN asked and was given permission to revise and extend his remarks and to include extraneous matter.)

Mr. MADDEN. Mr. Speaker, today the Congress again takes up its continued war against the Nation's poverty and its program to aid destitute families throughout the Nation to enjoy some of the Nation's abundance and prepare their children for future citizenship. The Committee on Education and Labor has devoted many weeks on meetings, on hearings, investigations, and checkup on operations of this program which was only started by our Government a year and a half ago.

Vice President HUMPHREY pointed out recently that our appropriations with regard to the poverty program are similar to the money our society spends on cancer research. Poverty is like a cancer in our society and any program initiated cannot cure all of the problems which are confronting us in a society as complicated as ours.

One of the most significant accomplishments of our poverty program has been the creation of community action agencies. These agencies are representative of the groups which are affected—namely poor people—and from my viewpoint they are important because about 50 percent or more of their work is devoted to the education of young people under programs such as Headstart and Upward Bound programs.

The direction of this mammoth and complex program is fortunately under the leadership of a dedicated American possessing the experience and ability to organize and withstand criticism, political, and otherwise, to which a mammoth operation of this type could be an easy

victim. Very few Americans would have the heart and the stability and the mental fortitude to survive a complex operation of this nationwide magnitude.

People who have investigated the operations of this program and who are convinced that our Nation's poverty must be lessened and curtailed, without exception, pay tribute to Sargent Shriver and his assistants who have succeeded in successfully launching the poverty program. We all realize that in the first few years of this program mistakes will be made by the leaders. Correcting these mistakes has been done by the experienced leaders who are gradually streamlining the program into an efficient and well functioning undertaking.

Recently the Reader's Digest edited a five-page article on the great success of the "Headstart for America's Youngsters." I wish to incorporate at this point several paragraphs from this long article commending the early success of the Headstart program:

Last summer, when most American preschool children were at home, more than half a million youngsters, from poverty-stricken families were congregating in schoolhouses in such widely varying places as Indian reservations, Harlem slums, the backwoods hollows of Appalachia, and the Delta country of Mississippi.

Parents shared the impression that their children had benefited from the program. An analysis of teacher interviews with 10,000 parents showed that 87 percent believed that their children had improved in deportment and self-confidence; 96 percent reported a heightened interest in new things. And parent involvement was equally impressive. Tens of thousands served as volunteers, doing everything from preparing meals and shepherding the children on field trips to making toys and instructing the kids in games. They often became as excited about learning as did their children.

In Cleveland, with 4,383 children in the program, some 8,000 parents attended meetings; in New York, where 26,000 were enrolled, two-thirds of the parents came to meetings and classes. One parent-coordinator reported: "We made more progress with the parents in 6 weeks than we had been able to make in 4 years."

Of all the programs in the war on poverty, Project Headstart has involved the largest number of individuals, aroused the greatest enthusiasm at the grassroots level and caused the least controversy. Headstart is being continued on a permanent basis, with programs throughout the academic year and another large project scheduled for next summer.

Clearly, the program has made an auspicious beginning at one of the most inspiring tasks an enlightened nation can undertake: launching its youngest and most needy citizens on an upward spiral to preliminary education and the good life.

Had this program for kindergarten children been launched 30 years ago the Nation would have less crime and relief rolls in 1966.

The Headstart program is but one of several great undertakings which include urban and rural community action program, expanded job training, Neighborhood Youth Corps, and basic education for adults.

Twelve million dollars set aside for aid to drug addicts and youngsters who are exposed to dope and drugs of various categories, along with several other projects all tending to relieve our Nation of poverty of millions of unfortunate families throughout our land.

I hope this legislation to curtail American poverty, crime, and suffering is passed by a large majority.

Mr. Speaker, I include with my remarks a newspaper article from the Gary, Ind., Post Tribune setting out the success of a few programs in connection with the Lake County, Indiana's Economic Opportunity projects in my congressional district:

**TWO SUCCESSFUL ANTIPOVERTY PROJECTS
EXTENDED BY LCEOC UNTIL JANUARY**

CROWN POINT.—Two antipoverty projects, one in Gary and one in East Chicago, have been extended by the Lake County Economic Opportunity Council until Jan. 31, 1967.

"Operation Jobs," begun in Gary as a summer project by the Gary Urban League, and a tutoring project in the East Chicago schools, operated by Catholic charities, are the two programs.

Both are considered successful and will probably be considered for expansion to other areas of the county when 1967 programs are considered later this year.

Both Gary and Hammond have asked to be included in an expanded tutoring project, according to Robert J. Carlson, LCEOC's assistant director.

"Operation Jobs" makes use of persons from poverty areas in an effort to contact individuals who need jobs.

The Gary Aid to Dependent Children Mother's Club and several acknowledged "gang leaders" have been used in the canvass with remarkable success, according to George Coker, Gary Urban League's staff director.

From July 26 through Aug. 5, the project contacted 1,362 persons who needed work. Many were referred to employment and training agencies. A total of 256 were sent to the on-the-job training program and 150 were accepted.

Of the 31 referrals to the Gary Neighborhood Youth Corps, 14 were accepted immediately. Three of the seven referred to the city of Gary are working and several hundred others were given a chance for job training in various projects.

It will cost \$34,500 to keep the jobs program going and \$8,350 for the tutoring project.

Proposals to expand these programs and to operate all other community action and anti-poverty projects in 1967 must be in the LCEOC's Hammond headquarters by Sept. 1.

Carlson asked for one-page outlines of the intended program and budget for each project.

Any organization, including the LCEOC's neighborhood action councils and area councils, or groups like the Urban League and Catholic charities, can make a proposal.

The LCEOC meeting in September will include a review and decision on all the proposals. Applications for those that are approved will be written in October and given to LCEOC for a final decision in November.

All 1967 program applications must be submitted to the Federal Office of Economic Opportunity (OEO) for funding approval at least 75 days before the LCEOC's new program year beginning Feb. 1, Carlson emphasized.

After Dec. 1, the LCEOC staff will begin working with area school systems in planning Operation Headstart for next summer. Some 1,900 children were enrolled in that

program this summer in nine school systems in Lake County.

Beginning Feb. 1, 1967, the staff will work on special summer projects, like "Operation Decision," "Operation Jobs" and the school summer recreation program, now being offered.

With all LCEOC programs fitting within a specified program year, officials hope to eliminate the necessity for quick decisions that hampered preparation of this year's Headstart and summer programs.

To accomplish this, the deadlines for 1967 program proposals must be met, Carlson said.

Mr. SMITH of California. Mr. Speaker, I yield 5 minutes to the distinguished gentleman from Illinois [Mr. ANDERSON], my colleague on the Committee on Rules.

(Mr. ANDERSON of Illinois asked and was given permission to revise and extend his remarks.)

Mr. ANDERSON of Illinois. Mr. Speaker, I think it is perhaps at least of historical interest to note that when the so-called ad hoc subcommittee of the Committee on Education and Labor met on Tuesday, March 8, 1966, 6 months ago, the chairman of that committee opened the hearing with these words—and I am quoting now from the first volume of the hearings on this bill:

The ad hoc subcommittee is sitting today, and will continue to sit until it is finished with the testimony that we hope will be as brief as possible, so we can get the show on the road before the full committee, with the expectation of having this legislation on the floor the week after the Easter recess.

Well, as I have indicated, 6 months have passed since those words were spoken.

Apparently a funny thing must have happened on the way to the floor of the House of Representatives.

A week ago, on September 19, along, I presume, with other Members of the House of Representatives, I received a letter from the chairman of the Committee on Education and Labor which enclosed a report which is entitled "The Summary of the Report of the Investigative Task Force of the Ad Hoc Subcommittee of the War on Poverty Program." This is a mimeographed document of about 41 pages with a lot of blank spaces, I might add, and for totally unexplained reason this report could not be made available to the Rules Committee when we conducted our hearings some months ago, nor could it be made available to the other Members of this body until just a week ago Monday, even though, you will note, it bears a date of March 1, 1966.

It purports to be a summary of that investigation, an investigation for which this House has to date authorized \$250,000.

I mention that for this reason, that in the letter of transmittal that accompanies the so-called investigative report, the chairman of the Education and Labor Committee makes what I regard as the perfectly astonishing statement:

This report, along with the newspaper series on the war on poverty which I placed in the RECORD during the subcommittee hearings this past March, should give you a comprehensive picture of the war on poverty.

Mr. Speaker, if the Members of this House, exercising their responsibilities as legislators, are going to base their legislative judgment to authorize a \$1,750 million on this report and on a series of newspaper articles which the chairman put in the RECORD 6 months ago, I submit that we are not doing our duty to the American people.

You know, we were told—and this was told to us, I think, by the gentleman from Minnesota [Mr. QUIE]—that this bill was drafted in closed caucuses of the Democratic majority of that committee, and that when some 67 witnesses were asked to be called, that the answer given by the chairman when the request was denied was—"Well, the reason they are not being called is because I am the chairman."

This is the kind of treatment that this bill had in the Committee on Education and Labor, and you have already heard from my colleague, the gentleman from California [Mr. SMITH], as to the less than satisfactory treatment that the Rules Committee received in its effort to bring out the facts surrounding this expensive and controversial piece of legislation.

Mr. Speaker, let us consider for just a moment the context in which we consider this bill today.

The headlines of our Washington newspaper this morning said:

Two Johnson Aides See Tax Rise Likely.

The lead story goes on to say that—

Treasury Secretary Fowler regards it "as certainly within the realm of probability that we will have an increase in personal income taxes."

Secretary Connor, waxes even a little bolder and says that for some time he has favored higher taxes to combat inflation.

Mr. Speaker, once again we have begun to hear the very carefully modulated orchestration of administration spokesmen who are composing what must be for them a new tune, this time the tune of fiscal responsibility. They are talking about the necessity of having revenues balance expenditures.

Well, you know, this tune that they are composing is not very new to John Q. Public. He recognizes it, I am sure, as that old Democratic melody of "The Taxpayer Blues."

Mr. Speaker, the people of this country are going to be following closely developments in this Chamber this week. They are going to be listening to the debate as it develops and unfolds on this bill. They are going to be seeking an answer to this question: Does not fiscal responsibility also mean that programs like the poverty program should require the most searching analysis and careful evaluation so that we know for a certainty that the taxpayer is getting full value?

Sure, we can spend \$2.3 billion and spread it around the country and do some good. Nobody is going to be foolish enough to challenge that statement. But are we getting dollar for dollar the kind of value and administration which we have a right to expect when the American people are being confronted with the im-

minent possibility of an increase in taxes?

To turn just a moment again to this very curious document, which is called an investigative report. To be sure, there are some very interesting tidbits here.

Mr. Speaker, this report of the investigative task force is filled with interesting little tidbits of information—witness the fact that the Los Pinos Job Corps Camp is situated only one-half mile from a nudist camp in California, but for some reason it does not discuss the serious charge that the Government leased a rundown old hotel at disadvantageous terms in West Virginia—that is, to everyone but the owner of the hotel.

In its "General analysis" section this report comes to the astonishing conclusion that:

Generally the Job Corps is operating efficiently and effectively.

One wonders therefore why the chairman in his list of amendments feels it necessary to suggest a cutback to a goal of 45,000 enrollees by June 30, 1967. Gone apparently is the first blush of optimism which talked about 100,000 in the Job Corps.

Mr. Speaker, I suggest that with the recent announcement by the Secretary of Defense of the intention to lower draft eligibility standards to salvage about 40,000 young men who would otherwise be rejected because of mental and physical deficiencies that title I of this bill needs a whole new look by the Congress.

To turn to title II, the section on community action programs, I am shocked to read the short four-sentence paragraph of the investigative report on Haryou-*ACT* in New York City which as of January 1, 1966, had been funded to the extent of \$12,115,586.

All it says with respect to the well-publicized charges of irregularity is that they are under investigation by the Department of Justice and the New York County district attorney so "therefore further investigations by the task force have been postponed, pending the outcome of the above-mentioned investigations." That scarcely provides the kind of information this House needs to make an enlightened judgment.

I think despite the sketchy nature of the report about which I have been talking the very last sentence in it manages to encapsulate what has been wrong with this program:

The reorientation of the whole war on poverty into a program of education, training, and jobs through which the unemployed could be put to work doing some of those things which are not now being done in many American communities—this would be the first order of business.

While there are some interesting tidbits like that, this report does not begin to illustrate, at least in my mind, what justification this administration has to come before this Congress and ask for the kind of increased funds they are asking for today.

I supported the resolution in the Rules Committee, and my support of the resolution today is predicated on the hope and expectation that, during the week of debate that we hope to devote to this bill,

we will give the kind of searching consideration to the amendments that will be offered to make this a better program than it is today.

Mr. SISK. Mr. Speaker, I yield 3 minutes to the gentleman from Mississippi [Mr. COLMER].

Mr. COLMER. Mr. Speaker, I am sure that we all have sympathy for the poor and would like to see their lot improved.

But, I am just as sure that we will disagree in our definition of the words, "the poor," and, therefore, in our estimate of how many Americans are poor. Further we will most certainly disagree about what can be and should be done to help those who, for one reason or another, are not able to help themselves.

My purpose in rising is not to dwell in any great detail on the duplications of other established programs, the confused administration, and the abuses that have arisen under poverty programs. Others will no doubt go fully into these weaknesses.

In passing, however, I would like to note briefly a few reports that have come to me on the way the Headstart program is operated in my State. I realize that the Headstart program is generally regarded as the show case project of the war on poverty, and maybe it is in your State. I note that throughout the Midwest, the East, and the Far West, the Headstart grants were made to responsible school people, either the local school board or a parochial school. But that is not how it operates in my State.

A few token grants have been made to responsible public or private school officials, but \$7½ million was granted this past year in my State to a tiny Negro junior college that had not seen \$75,000 at any one time before it was touched by the wand of the Fairy Godfather in Washington. The grant to this tiny institution of funds for Headstart centers in almost half of the counties of my State was, of course, a subterfuge, a gimmick, to get around the Governor's veto. The real grantee, who acts as the college's subcontractor, is an organization called the Child Development Group of Mississippi. It was organized and is controlled by a militant civil rights group located at Mount Beulah near Edwards, Miss., and staffed by out-of-State ministers with records of extreme leftwing activities. The Mount Beulah center not only fathered the CDGM, but also in conjunction with SNICK the invasion of the Greenville Air Force Base, several wild demonstrations here in Washington, the demonstrations at the Democratic National Convention in 1964, a demonstration against our State legislature in special session to liberalize our voting laws so that anyone who could read and write could register, and the Mississippi Freedom Democratic Party. You will recall that this last group's Communist and Communist-front lawyers attempted to deprive the State of Mississippi of any representation in this Congress.

Knowing that background of the behind-the-scenes group pulling the puppet strings, neither you nor I should be surprised to find that the Headstart funds in Mississippi have in a very large measure been used to subsidize, with the tax-

payers' money, the most militant advocates and adherents of black power.

This indirect subsidy was apparent most recently during the Meredith march, when Headstart trucks were used to haul marchers and Headstart centers fed them. Actually, it became apparent from the first grant to CDGM. In Hattiesburg, Miss., a Negro school teacher with some graduate work applied for employment and was told by the Mount Beulah organizer that she would not be hired because she had not taken part in civil rights activities.

Also, the stories one hears of fiscal irresponsibility in the Headstart program in my area should surprise no one. For example, I get reports from my home county of grocery bills of over \$500 for one center several times a week. I hear that quantities of fresh meat are purchased on Fridays, presumably for the employees to carry home for the weekend. I am told of Headstart purchases of cigarettes.

I repeat that this is not surprising when the Headstart program is set up by two outsiders without consulting any responsible county official. A newsman with our local paper telephoned the mayors, the school superintendents, the health department, and the welfare office, and though the program was nearly 2 years old, only the welfare officials knew about it. The newsman interviewed a consultant sent by the CDGM itself to evaluate the program, and she reported "squalor, apathy, and disorganization causing a waste of effort and money." She was reported further as saying, "This projects needs the help of the white community there." The next day the officials of the project denied the squalor charge and jealously rebuffed any assistance or involvement of the white community in the self-segregated project.

This leads me to wonder, further, Mr. Speaker, if this approach does not make the supposed beneficiaries even more dependent, this time upon a new form of paternalism. I ask you, my friends, does this approach not actually destroy initiative and lead to the apathy noted by the Headstart consultant in my hometown?

INFLATION

Mr. Speaker, a broader consideration that concerns me deeply is the effect of all of this Federal spending for programs like the war on poverty on the economy of the country at a time when it is being called on to support a very real war in Vietnam. I am concerned about the effect on the poor and those who live on a fixed income of the continued policy of pump-priming by the Federal Government, the continued nonessential spending that feeds the fires of inflation, that helps push prices higher and higher, that increases the cost of living to the poor and to us all. I venture to say that no person within this membership has waved the warning flag against inflation as much as I over the past 20 years.

You have heard me say time and time again that communism is not America's greatest enemy. Instead, I have contended that inflation would be the first destroyer of this our great common country. I have repeatedly pointed out on

the floor of this House that the Communists want neither war nor peace. Their main purpose, in my humble judgment, is to conquer this country, as they have conquered others, by the simple procedure of bleeding us white in the destruction of our economy. They would accomplish this here as elsewhere through fear, infiltration by prodding us into bankruptcy, and taking over in the resultant confusion of chaos and hunger.

I again call your attention to the fact that the first line of security of this Nation is not how many nuclear subs, jet bombers, and so forth we have, but the solvency of the American dollar. Once the financial stability of the Nation is lost we have lost everything, and we will not be able to help anybody.

Washington urged that we "cherish public credit." He said:

One method of preserving it is to use it as sparingly as possible.

In his farewell address, he said:

Avoid likewise the accumulation of debt not only by shunning occasions of expense, but by vigorous exertions in times of peace to discharge the debts which unavoidable wars may have occasioned, not ungenerously throwing upon posterity the burden which we ourselves ought to bear.

Now our President tells us that the extent of our inflation is less than other industrial countries of the free world, and for us not to worry about it. This is the same as the doctor telling me that I have high blood pressure and that if I do not slow down, I will have a fatal heart attack. To which I reply, "But, Doc, you should make my neighbor take it easy. His blood pressure is higher than mine and I am not going to slow down until he does." In the end, we both end up just as dead.

Mr. Speaker, the answer to the problem of poverty is not more Federal spending, for that only adds fuel to the flames of inflation. The way to help the poor as well as the country generally is to put our fiscal house in order.

Among other objections I have to this bill renewing the poverty program at an additional cost of \$1½ billion is this inflationary side effect. On March 19, 1952, in the well of this House, worried as I was then about this deficit spending and resultant inflation, I laid down a blueprint for Members of Congress to follow.

I thought it appropriate then. I think it is appropriate now. It is as follows:

First. Our legislative committees, as well as committees on appropriations, must cease reporting out bills except those which are absolutely essential to our economy and national defense.

Second. Every member of this body must recognize that the objective of balancing the budget is his most important assignment.

Third. Sectionalism, partisan politics, responsiveness to highly organized minorities, must give way to the national need for a sound financial policy.

Fourth. Every dollar appropriated must be considered as carefully as if it were coming out of the pockets of the Members themselves, as indeed the Members' proportionate share is.

Fifth. Our congressional committees, particularly the appropriation committees, must be staffed with an adequate staff of experts equal in efficiency to the staffs of the various

governmental agencies who appear before them seeking appropriations.

Sixth. The Congress and the country must recognize that financial solvency is as important as military might in preparing ourselves against any potential foreign aggressor, a fact which our military captains should be made to understand.

Seventh. Our foreign friends must be made to understand that there is a limit to the resources of America.

Eighth. The system of permitting the carry-over of unspent funds from the current fiscal year into the new year must be abandoned. A meticulous study of the 1,200 pages of the President's budget this year will show that the carry-over of unspent funds from the current fiscal year will exceed \$60,000,000,000.

Ninth. The procurement of military requirements, which constitute more than 50 percent of our expenditures, must be placed in the hands of trained civilians who appreciate the value of the dollar.

Tenth. And finally, the citizens of the Republic, now conscious as never before of the burdens of taxation, must practice the doctrine of States' responsibility as well as States' rights. The practice of looking to Washington for Federal aid in civil responsibilities of their own must cease. They must realize that there is no State, county, or city whose financial statement is not sounder than that of the Federal Government . . .

In the name of the founding fathers who gave the country its birth, in the name of the untold thousands who have died to preserve it, in the name of free peoples everywhere, I beseech you to save the Nation from bankruptcy and thus perpetuate this, the most glorious form of free government ever conceived by the minds of men.

Mr. SMITH of California. Mr. Speaker, I yield 5 minutes to the gentleman from New York [Mr. GOODELL].

Mr. GOODELL. Mr. Speaker, this will be a long and, we hope, a complete debate on the poverty legislation. Those of us on this side of the aisle do not intend to oppose the rule, because we think it is long overdue that the Congress of the United States consider the poverty legislation in detail and have an opportunity to debate its merits and to make changes in it. We intend to offer a variety of amendments which will be constructive in their purport in order to try to redirect this program that we think is desperately in need of redirection. We have our concern at the lack of consideration in depth in the committee. We have our concern, as has been mentioned by some of the previous speakers, at the lack of full consideration with witnesses who could be critical and constructively critical and make a report that could be helpful to this Congress. However, we will go along with a rule today, because this is the only way, in our opinion, that this House can have an opportunity to debate the poverty program this year.

Now, Mr. Speaker, as an example of the kind of thing we have developed on our own and which we have been working to correct, let me cite what I call the million-dollar poverty fuddle. This is a quote from the chief engineer hired by Con Am Corp., which was given a million-dollar contract to evaluate Job Corps sites:

The most frustrating experience of my business life, says the Chief Con Am Engineer.

And I quote him further:

From the outset the Con Am situation was confused and at times completely ineffective. It was apparent OEO was not equipped to effectively guide a program of feasibility studies and rehabilitation of Job Corps Center Facilities.

These are the words of Mr. Dan Miller, the chief engineer hired especially by Con Am to supervise their million-dollar poverty contract. On August 11 the gentleman from Minnesota [Mr. QUIE] and I revealed that OEO had arbitrarily chosen Con Am to evaluate Job Corps sites, although Con Am did not meet OEO's own specifications, and at least four qualified firms were available.

Coincidentally, a contribution to the President's Club and the Democratic Party was made by the senior vice president of Con Am. The contract with Con Am was recently terminated and totaled \$1,350,000.

In January 1965 Con Am hired Mr. Dan Miller as their chief engineer on this poverty contract. Mr. Miller in a sworn affidavit continues as follows:

It was apparent to me the selection of several sites were politically motivated (Kanawha Hotel, Charleston, West Virginia; Camp Rodman, Massachusetts; and Camp Atterbury, Indiana). Despite Con Am reports recommending abandonment of several sites, OEO disregarded these recommendations and proceeded with contract awards. William Hobbs, on several occasions, indicated he had been instructed by OEO to pass favorably upon sites, which in the opinion of competent engineers, were not as suitable as alternate sites would have been.

Con Am eventually built a staff of approximately 60 people. Mr. Hobbs, in the Spring of 1965, attempted to conceal the activities of certain personnel from me; however, I was generally aware these people were working on matters other than OEO business and their salaries and travel expenses were being vouchered for payment with OEO funds.

In the Spring of 1965, Hobbs hired a retired military Colonel (name not recalled) who was assigned to matters not involving OEO. This man came to me after about two months and expressed concern that he was signing OEO vouchers and receiving OEO checks. The Colonel feared a Congressional investigation would divulge this situation and his career and reputation would be jeopardized. This individual resigned because of this fear.

I am convinced an audit of reimbursement costs on the Con Am contract would reveal a number of these irregularities.

Mr. Miller summed up the situation in these words:

In my professional opinion, Con Am was not equipped to perform this service satisfactorily and I feel subsequent developments confirmed this. The Con Am project was the most frustrating experience of my business life. I became very much interested in the theory and philosophy of the Job Corps Program and felt the program was being jeopardized by OEO bureaucracy and political favoritism.

Mr. Miller is a respected and distinguished engineer who was acclaimed by Con Am officials as a well-qualified man. After his brief frustration with Government waste and boondoggle he returned to private employment at a high level of responsibility. I have requested GAO to make a full investigation of the Con Am contract.

Mr. Speaker, I place in the RECORD at this point Mr. Miller's full sworn affidavit.

The affidavit referred to follows:

MONTEREY PARK, HIGHLANDS, CALIF.,
March 1, 1966.

To Whom It May Concern:

On January 17 and 26, 1966, I, Dan Miller, furnished the following voluntary information to John R. Buckley who identified himself to me as a staff investigator, Ad Hoc Subcommittee on the War on Poverty, Education and Labor Committee, United States House of Representatives. No promises or rewards were made by Mr. Buckley in connection with this matter.

I am a graduate engineer (C E Degree Penn State) and have been engaged in the management of construction and heavy engineering projects for more than thirty years.

Late in 1964, I was aware William Hobbs, Senior Vice President, Consolidated American Services, Inc. (ConAm), California, was negotiating with Milton Fogelman, Contract Officer, The Office of Economic Opportunity (OEO), concerning a contract to provide engineering services to OEO in connection with feasibility studies and resident engineer services for anti-poverty Job Corps sites and centers. At that time, ConAm had no staff or personnel equipped to provide such a service. ConAm's principal service had been the cleaning of equipment and facilities at missile bases and providing janitorial services. I subsequently discovered several competent firms were in competition for the contract, including the reputable engineering firms Ralph M. Parsons, Inc. and Daniel, Mann, Johnson and Mendenhall of Los Angeles, California, and several Eastern engineering firms. These firms possessed the experience, personnel, background and capabilities to do an effective job of surveying and designing rehabilitation of facilities to be used for Job Corps Training Centers. In my professional opinion, ConAm was not equipped to perform this service satisfactorily and I feel subsequent developments confirmed this. It is my understanding ConAm was awarded the contract New Year's Eve, 1965.

Early in January, 1966, I was contacted by ConAm officials and offered the position Chief Engineer of the OEO project. After salary negotiations, I agreed to take the job, transferred to Washington, D.C., and commenced hiring a staff nucleus comprised of competent, experienced engineers from the Los Angeles, California, area. William Hobbs, Senior Vice President, ConAm, was in charge of the Washington, D.C., operation.

From the outset, the ConAm situation was confused and at times completely ineffective. It was apparent OEO was not equipped to effectively guide a program of feasibility studies and rehabilitation of Job Corps Center facilities. It was apparent to me the selection of several sites were politically motivated (Kanawha Hotel, Charleston, West Virginia; Camp Rodman, Massachusetts; and Camp Atterbury, Indiana). Despite ConAm reports recommending abandonment of several sites, OEO disregarded these recommendations and proceeded with contract awards. William Hobbs, on several occasions, indicated he had been instructed by OEO to pass favorably upon sites, which in the opinion of competent engineers, were not as suitable as alternate sites would have been.

ConAm eventually built a staff of approximately 60 people. Mr. Hobbs, in the Spring of 1965, attempted to conceal the activities of certain personnel from me; however, I was generally aware these people were working on matters other than OEO business and their salaries and travel expenses were being vouchered for payment with OEO funds. In this regard, John Heintzelman (phonetic), a former associate of Hobbs' at North Ameri-

can Aviation headed a staff of several technical procedural people who spent a substantial amount of their time working on Department of Defense proposals. An employee named Hobbie, an ex-North American Aviation employee, was occupied on matters other than OEO business and his salary and travel expenses were charged to OEO.

In the Spring of 1965, Hobbs hired a retired military Colonel (name not recalled) who was assigned to matters not involving OEO. This man came to me after about two months and expressed concern that he was signing OEO vouchers and receiving OEO checks. The Colonel feared a Congressional investigation would divulge this situation and his career and reputation would be jeopardized. This individual resigned because of this fear.

I am convinced an audit of reimbursement costs on the ConAm contract would reveal a number of these irregularities.

I was personally knowledgeable that ConAm personnel wrote the proposals for the Huntington, West Virginia, Women's Job Corps Center and feel Hobbs guided the contract award to Basic Systems, Inc., a subsidiary of Xerox Corporation. Xerox representatives spent several days in the ConAm office and Hobbs made it a point not to introduce me to them or explain their presence. This was irregular because OEO was paying the salaries of the ConAm people preparing the proposal and I feel it constituted a Conflict of Interest on ConAm's part.

During the Summer of 1965, relations between Hobbs and I became strained. Hobbs commenced releasing the Los Angeles area engineers and replacing them with retired military officers who were not equipped to do an effective job. Reports and recommendations of ConAm engineers were being disregarded by OEO. I protested these developments to Hobbs but he gave me little or no satisfaction. I was eased out of the operation late in the Summer of 1965.

The ConAm project was the most frustrating experience of my business life. I became very much interested in the theory and philosophy of the Job Corps Program and felt the program was being jeopardized by OEO bureaucracy and political favoritism.

In the event my testimony is required at a hearing or any type legal proceeding, I will be a willing witness provided the scheduling does not seriously interfere with my business schedule and I am reimbursed for reasonable expenses incurred.

DAN K. MILLER.

The SPEAKER pro tempore. The time of the gentleman from New York has expired.

Mr. SMITH of California. Mr. Speaker, I yield the gentleman 1 additional minute.

Mr. GOODELL. Mr. Speaker, this is just one example of many that have been developed and documented with sworn testimony as to what is going on in this poverty program, and we hope we can redirect the program in the consideration of this proposed legislation.

Mr. SMITH of California. Mr. Speaker, I yield 4 minutes to the gentleman from Minnesota [Mr. QUIE].

(Mr. QUIE asked and was given permission to revise and extend his remarks and to include extraneous matter.)

Mr. QUIE. Mr. Speaker, as we finally get the so-called poverty bill before us for action, I just want to say that I have not seen worse handling of a piece of legislation in the Committee on Educa-

tion and Labor or in any other committee of the Congress.

Mr. Speaker, to start with, I believe such a controversial program, such an expensive program, about which people all over the country were wondering, would require complete hearings before our committee. Not one witness requested by the minority, however, was permitted to testify.

Now, Mr. Speaker, the witnesses we requested were not just individuals who would be condemning the program. They were, on the most part, individuals who had the responsibility of conducting these programs at the local or field level.

Mr. Speaker, not one expert witness who one would expect to hear about such a program has testified before our committee.

Mr. Speaker, in the hearings which were held by the Committee on Rules, on page 112 of part III, I had placed in the record the names of individuals who either wanted to testify—and if you will look over these and if you can secure a copy thereof, you will see that these were truly experts who could have helped in developing legislation, which would have enabled us to put the so-called war on poverty on the road to help the poorer people of the country.

But, instead, we have seen the malfunctioning of OEO and many of its programs, all the way from the Director down through to many of the field areas and in the local cities, where the programs are operating poorly.

In fact, Mr. Speaker, there is not another program which is operated by the Federal Government that is malfunctioning as badly.

So, Mr. Speaker, the House is now to take action in the extension and amendment of the war on poverty. I had hoped that we would be able to get this bill before us in time so that the House could send it back to the committee and require it to do its job as is expected of a legislative committee.

Now, of course, at this late hour we have the decision of whether we are going to send it back to the committee so that the committee can conduct hearings as it should and call the proper witnesses and engage in debate and the amending process which would bring forward a better bill than this. But, there just is not the time to do that and we will have to spend our time in the House trying to make the corrections here so that the program can function better in future years.

Mr. GROSS. Mr. Speaker, will the gentleman yield?

Mr. QUIE. I yield to the gentleman.

Mr. GROSS. The gentleman from Illinois [Mr. ANDERSON] made the statement that some 67 witnesses were not called to testify because the chairman of the committee said, "I am the chairman and that is the reason they are not going to be called."

I wonder where the chairman is today with debate opening on this bill and how much interest he has in it today. I understand that he did not answer the quorum call.

Mr. QUIE. I would say to the gentleman from Iowa that I believe in the words, "I am my brother's keeper," but I do not know where he is.

Mr. GROSS. Mr. Speaker, will the gentleman yield further?

Mr. QUIE. I yield to the gentleman.

Mr. GROSS. I am sure the gentleman does not aspire to the role of being his brother's keeper in this case.

Mr. QUIE. It would be most difficult in this case.

Also this House appropriated \$200,000 to investigate the so-called war on poverty. After the investigation had terminated, one would expect the results of the investigation would be before our committee as it studied the legislation, but they were not all made available. We did not hear anything on a final report until a few days ago on the investigation, 6 months after it should have been completed and some of the individual reports that have been made in it are about a year old.

In fact when we first began the investigation, the criticisms made by Members of this House and by the press were all bundled up and shipped down to the Office of Economic Opportunity for them to answer. I have not heard anything from that since.

Also, there was never a thorough investigation of OEO, the national office itself. The money, \$50,000 that has been appropriated for the study of the Office of Education already has done more than all of the study here of OEO. The education study handled by the gentlewoman from Oregon [Mrs. GREEN] has provided a more thorough investigation and examination of its activities in the education field than we ever saw in the \$200,000 poverty investigation.

Mr. SISK. Mr. Speaker, I urge the adoption of the resolution and I move the previous question in the resolution.

The SPEAKER pro tempore. The question is on agreeing to the resolution. The resolution was agreed to.

Mr. ARENDS. Mr. Speaker, I make the point of order that a quorum is not present.

The SPEAKER pro tempore. The Chair will count. [After counting.] One hundred and twenty Members are present, not a quorum.

Mr. GIBBONS. Mr. Speaker, I move a call of the House.

A call of the House was ordered.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 303]

Adair	Corbett	Fisher
Albert	Corman	Flynt
Ashley	Craley	Fogarty
Aspinall	Cunningham	Gaimo
Blatnik	Daddario	Gilligan
Boland	Davis, Ga.	Griffiths
Bow	Derwinski	Gurney
Brock	Dickinson	Hagan, Ga.
Callaway	Donohue	Halleck
Carter	Dorn	Hanna
Casey	Duncan, Ore.	Hansen, Idaho
Celler	Dyal	Hansen, Iowa
Chamberlain	Edwards, Ala.	Harvey, Ind.
Clausen,	Edwards, La.	Hébert
Don H.	Evans, Colo.	Hollfield
Clevenger	Farbstein	Hosmer
Collier	Farnsley	Hutchinson
Conable	Fascell	Irwin
Conte	Findley	Johnson, Calif.
Cooley	Fino	Jones, Ala.

Jones, Mo.	Morrison	St Germain
Jones, N.C.	Morse	Scott
Keogh	Moss	Shipley
King, N.Y.	Murphy, N.Y.	Sickles
Kluczynski	Murray	Sikes
Kupferman	Nedzi	Skubitz
Landrum	Nix	Stephens
McCarthy	O'Konski	Sweeney
McClory	Olsen, Mont.	Teague, Tex.
McEwen	Philbin	Toll
McMillan	Pirnie	Tuck
McVicker	Poage	Tunney
Mailliard	Pool	Walker, Miss.
Martin, Ala.	Purcell	Weltner
Martin, Mass.	Reifel	White, Idaho
Mathias	Reinecke	White, Tex.
Michel	Rivers, S.C.	Whitten
Miller	Rogers, Colo.	Willis
Monagan	Rogers, Tex.	Wilson, Bob
Moore	Roncalio	Wright

The SPEAKER. On this rollcall 312 Members have answered to their names, a quorum.

By unanimous consent, further proceedings under the call were dispensed with.

ECONOMIC OPPORTUNITY AMENDMENTS OF 1966

Mr. POWELL. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 15111) to provide for continued progress in the Nation's war on poverty.

The SPEAKER. The question is on the motion offered by the gentleman from New York.

The motion was agreed to.

IN THE COMMITTEE OF THE WHOLE

Accordingly, the House resolved itself into the Committee of the Whole House on the State of the Union for the consideration of the bill H.R. 15111 with Mr. BROOKS in the chair.

The Clerk read the title of the bill.

By unanimous consent, the first reading of the bill was dispensed with.

The CHAIRMAN. Under the rule, the gentleman from New York [Mr. POWELL] will be recognized for 4 hours to control the time for the majority, and the gentleman from Ohio [Mr. AYRES] is recognized for 4 hours to control the time for the minority.

The Chair recognizes the gentleman from New York [Mr. POWELL].

Mr. POWELL. Mr. Chairman, I yield myself such time as I may consume.

(Mr. POWELL asked and was given permission to revise and extend his remarks.)

Mr. POWELL. Mr. Chairman, in view of the fact that many of my colleagues—except for a few like my distinguished colleague, the gentleman from Florida [Mr. GIBBONS], and myself who have really the least difficult battles in the weeks to come—they have to prepare themselves—we on this side are going to do everything we can do expeditiously in the course of debate, however, under no circumstance do we intend to be arbitrary when we reach the 5-minute rule. Thus all of our colleagues may have an opportunity to advance their views.

Mr. Chairman, I would like to say that despite any personal differences that may have existed between our distinguished colleague, the gentleman from Florida [Mr. GIBBONS]—to whom, at his own

request, I gave the authorship of this bill, and who has done a remarkably difficult job in moving this bill along—I wish to announce that on this side we are in complete unanimity.

The Bible says, "It does not appear what it shall be."

So, Mr. Chairman, I have a few remarks I would like to make.

Mr. Chairman, I rise to explain the purpose of H.R. 15111, a bill to provide for continued progress in the Nation's war on poverty—the 1966 amendments to the Economic Opportunity Act of 1964.

In my 22 years in the Congress, I have seen no Federal program more exposed to the heartless glare of daily publicity than the war on poverty.

During the past 697 days of its infant existence, the war on poverty has lived in a fishbowl of public scrutiny in each one of the thousands of hamlets, cities, and counties which have a community action program, a Job Corps, a Neighborhood Youth Corps, a work experience program, an Operation Headstart, a legal services project, VISTA, a Small Business Development Center, a migrant workers training program, a basic adult education program, or a rural loans program for farmers.

Because of the war on poverty's program complexity and attendant differences of opinion on the success of some of these programs, I have provided every Member of the House with four things:

First, a copy of the 1964 Economic Opportunity Act as amended in 1965.

Second, a short but concise breakdown of the 1966 amendments which total 44. Of these 44 amendments, I proposed 11.

Third, a copy of the Ad Hoc Subcommittee War on Poverty investigative report. This report, the result of 6 months of investigations, is a 42-page summary of inspections of 79 programs in 22 States and the District of Columbia. The full reports totaling thousands of pages are available to the Members.

Fourth, a copy of my letter to Chairman GEORGE FALLON, of the Public Works Committee, outlining suggestions for a possible strengthening of the Nation's total war on poverty effort.

The Members should also know that I have sent a letter to Chairman MILLS, of Ways and Means, requesting that he consider appointing his ranking members to a joint legislative task force with the ranking members of Chairman FALLON's and my committee. The enormous output of vital legislation issuing from the Ways and Means Committee which affects the war on poverty should be integrated into our overall legislative program.

In the other body, Senator CLARK has already declared that his subcommittee plans a thorough study and evaluation in the next session of the war on poverty.

My proposal would go beyond such a study and would more efficiently coordinate all of these programs.

Fifth, may I also call the Members' attention to the published report of the hearings held in March this year on the war on poverty.

Not only do these hearings reveal a cornucopia of information from various antipoverty officials, witnesses, and official records, they also contain 124 pages of in-depth newspaper articles, all of which I personally placed in the record, analyzing the war on poverty: a 16-part series by 8 Washington Post reporters; 12-part series by the Christian Science Monitor; a 7-part series by the Cincinnati Inquirer; a 6-part series by the Los Angeles Times; a 5-part series by UPI; a 3-part series by the Associated Press; a 2-part series by the Detroit News and a remarkable article by Nathan Glazer in the New York Times magazine.

I am also confident that every Member here today has read extensive reports and editorials about the war on poverty in his hometown newspaper.

Why do I call attention to these informational outlets?

It is merely to emphasize to the Members the tremendous amount of information readily available to them on the operation of this critically important and valuable national program.

Why is the war on poverty valuable?

Is it because of the 50,000 poor people in America now employed by community action programs?

Or the 90,000 people actually placed in jobs through the war on poverty?

Or the 373,800 people who have received or are receiving some form of job training?

Is it because of the 561,000 poor children who have benefited from Operation Headstart in the last year?

Or is it because of the millions of dollars of loans to low-income farmers and small businessmen to get a new start in life?

It is all these reasons and more.

It is the righteous awakening of the forgotten families of America's slums and rural backwoods to help them to help themselves.

It is the new fact of public policy that this Nation can no longer shrug away the suffering of the deprived amongst us.

It is, above all, that highest reaffirmation of man's love for his fellow man—the democratic and Judaic-Christian principles which built our nationhood.

Is the war on poverty for some special interest group? Has it been designed to primarily help one racial group before another?

It has not. There are approximately 30 million poor people in America.

Of that number, 22 percent are Negro.

But the ugliness of poverty is not a respecter of race or color.

There are 182 counties in America where the median family income is below \$750.

These poorest counties are as follows: Georgia, 38; Mississippi, 37; Kentucky, 20; Tennessee, 18; North Carolina, 17; Alabama, 10; Arkansas, 9; South Carolina, 7; Texas, 4; Louisiana, 4; Virginia, 4; New Mexico, 3; North Dakota, 3; Alaska, 2; South Dakota, 2; Oklahoma, 1; Colorado, 1, and West Virginia, 1.

The war on poverty, then, must be a war on poverty, regardless of race, color, or region.

By no means has the war on poverty achieved all its goals.

And though it has been "blown about with every wind of criticism" it is a far cry from the failure its harshest critics would impute to it.

On occasion, I have been a sharp critic. And I have lavishly praised the program for its remarkable accomplishments.

In the last 18 months, I have issued 15 major statements on the war on poverty's program and administration.

I have criticized the war on poverty for requesting and spending too little money. A doubling of its current appropriation to \$3 billion would expedite its success.

I believe we can and we must spend as much money on domestic aid programs as we spend on foreign aid projects.

Furthermore, more poor people should be involved in the day-to-day policymaking decisions and operations. If there is any shortcoming in the program, it is our legislative failure to spell out precisely the role of the poor.

And, so my criticism of the war on poverty has been "not that I loved Caesar less, but that I loved Rome more."

While I speak from a sense of urgency today, an inquiry may arise on the delay in the legislative scheduling for this bill.

My colleagues are aware, I am sure, that the other body has yet to bring this legislation to its floor for debate.

As this body prepares for its own debate, there will be an abundance of charges.

Questions will be raised about high salaries, excessive costs, scandals, so-called mismanagement, and the problems caused by local Job Corps participants.

In every single instance, I am confident our committee members can provide substantial answers and refutations. The amendments we have submitted will demonstrate this.

Where a community has suffered some disorder, let us recognize that in every creative effort, there is an element of disorder.

Let us be aware that the rising costs of the war on poverty can mean a lower crime rate, lower welfare expenditures, and a drop in unemployment.

The war on poverty was not conceived as a power puff wrist tap to help stable, emotionally balanced middle-class families.

Rather it was inaugurated as an iron-tough crash program to reach out and raise up the hard-core unemployed father, the school dropout, the mother on ADC, the functionally illiterate, the potential teenage criminal hanging out on street corners, the dope addict, the slum-ridden child of despair, and the struggling sharecropper.

The war on poverty is the finest human renewal program America has.

It is the foundation for the guaranteed society—a guarantee that all Americans, whatever their color, their ability, their family background, their region or their place of residence will enjoy every comfort and every blessing this democracy can offer.

Mr. Chairman, may I also call the attention of the Members to the fact that I

have just sent a letter to our outstandingly distinguished gentleman from Arkansas, the chairman of the Committee on Ways and Means [Mr. MILLS], asking that the gentleman from Arkansas be the chairman, and the gentleman from Maryland [Mr. FALLON] and myself, with ranking minority and ranking majority members, meet together to see if in the forthcoming Congress we cannot bring together all of the programs which are now fragmented in the Committee on Ways and Means, Public Works, and the Committee on Education and Labor which would make a total thrust in the poverty war of close to \$10 billion.

I have not yet, of course, received a reply from these gentlemen, but knowing their integrity, I have every reason to believe, Mr. Chairman, that these gentlemen will at least sit down and talk with us and the members of the three committees.

Now, Mr. Chairman, there are many other remarks I would like to make, but we have decided we are going to make our remarks as brief as possible on this side. I, therefore, would like to revise and extend my remarks and yield to the gentleman from Florida [Mr. GIBBONS], the author of the bill, who has done a yeomanlike job in working on this piece of legislation—and I have nothing but the highest of encomiums and praise for his work in this particular field.

(Mr. POWELL asked and was given permission to revise and extend his remarks.)

(Mr. GIBBONS asked and was given permission to revise and extend his remarks.)

Mr. GIBBONS. Mr. Chairman, in the spirit in which this debate has begun, knowing the extensive amount of time that we will consume under the 5-minute rule, I am going to keep my formal remarks extremely brief.

This bill, H.R. 15111, that we have before us today, consisting of some 41 pages of amendments to the overall Economic Opportunity Act, has required a tremendous amount of time, labor, and love of the job to put together.

The work that has been done by the committee as a whole, by the Democratic caucus, by the Republican caucus, and by all of us meeting together has, I think, resulted in a good bill.

This is not an administration bill. This is not the same bill that came to us from the agencies. This is a bill which is the work of Congress and the work of a committee. As divided as it may be at times, the members of the committee worked together on this bill which I think every Member in this Chamber can vote for.

Let us talk about the bill very briefly. The bill is within the President's budget. This bill would authorize an appropriation of \$1,750 million for the fiscal year that we are already in. It is only \$250 million more than was appropriated or spent in the last fiscal year. In fact, this authorization bill is at about the same figure as last year's authorization bill as passed by the House and the Senate. So if there is any major complaint about economy, funding, and spending in relation to this bill, it is

important to note that the bill does not authorize a major step-up in spending this year. From that point of view this is an extremely conservative bill. I shall not dwell upon that aspect of it, but it is certainly a great deal smaller than the authorization bill now being considered in the other body.

What would this bill do? One of the most controversial sections of the whole Economic Opportunity Act has been the Job Corps program. We recognize it as a controversial program and we recognize it as a good program. We recognize it as a program that many of us have investigated with our own eyes. We have talked to the people who are working in these Job Corps centers. Certainly, we have some reservations about some of these Job Corps centers, but by and large they are doing a good job. The conservation centers are taking what may be the worst results of our social and educational system and trying to make good men out of them.

The urban training centers in the Job Corps are taking the counterpart, but just a little higher up the scale in the social and educational development of men and women, and trying to make better citizens out of them or to give them an opportunity to be better citizens.

Yes, the program is expensive. The expense is more than I anticipated. The expense is more than this Congress anticipated, not because of what has been thrown away but because the job has covered more than we ever thought it would. These people who are going to the Job Corps centers are in many cases so disadvantaged that they require almost complete physical rebuilding of their bodies. They are either excessively underweight or excessively overweight; they have bad teeth and other poor physical conditions that need a lot of corrective attention.

They really need the care they should have gotten in a good home, but the home they had was not the kind that provided adequate care. Many of these people have never in their whole lifetime seen a doctor except by accident.

What is the average educational attainment of these people? It is so low it would be shocking to those of us who brag about our compulsory education system. The average educational attainment is only at the fourth grade level for these people even though most of them have attended school through the seventh grade.

These people are shockingly disadvantaged. They have multiple problems. It takes much longer and requires much more therapy and much more education to cure this problem than any of us ever imagined.

If the Members would go—as I have had the opportunity to go—to see these young men and women and the people in the training centers, I am sure all would be impressed with one thing immediately apparent, not only from the enrollee but from the instructors and people who work in these centers. That is, there is a good spirit of wanting to improve themselves. These people are not the types who are just typically lazy and will not work. These people know

they are receiving an educational opportunity geared to their capacity, and their background, and they are moving ahead very rapidly in their educational attainment.

At Pleasanton, Calif., at Camp Parks, run by Litton Industries, there is a course on rehabilitation and a course on education. The rehabilitation runs all the way from dental, medical, and psychiatric work, to basic education, to learning to read and write and add up a column of figures, and all the way to a course that is so complicated in electronics that I am told—and I believe it from having observed the actual instruction—that it is equivalent to what a person would get in a junior college in a community.

Not everybody is going to be able to go that route. Some unfortunately do not have the intellectual ability to go that far. So their courses vary all the way from courses that deal with yard maintenance and building maintenance all the way up to these very complicated electronic courses I have talked about.

The Job Corps is doing a big job. It is more expensive than I want it to be, and more expensive than I thought it was going to be, but it is a tough problem. Just because a problem is tough does not mean America ought to turn its back away from the problem. As I know America, that is not the kind of people we are. We tackle all those tough problems and do something about them.

Another program that has been effective—and one of the things that we intend to do under H.R. 15111 is to expand the very effective program which has been conducted under the Neighborhood Youth Corps. The Neighborhood Youth Corps has been one of the most instantaneously successful and most popular programs we have had. More than a half million men and women have served in the Neighborhood Youth Corps. They have had an opportunity to earn some money so they could stay in school and not become dropouts, or, having already dropped out of school, they can earn some money until they can go into permanent employment. In this way they can earn their way in society and at the same time get vitally needed remedial education.

The committee, in looking at the Neighborhood Youth Corps, decided it should be expanded, and the committee's proposal here today is for a substantial increase in the Neighborhood Youth Corps funds over what the administration proposed—yet all this is done within the President's budget.

One of the successful parts of the Neighborhood Youth Corps we thought was getting people into private employment. We provided in this bill today for an opportunity to work with private industry in getting people into jobs.

I would like to talk about all the rest of this bill because we made so many constructive changes in it.

However, I do not wish to take any more than the fair amount of time I should have in this part of the debate. I realize we will be going back over this time and time again under the 5-minute rule.

I wish to say that on the whole H.R. 15111, the 1966 Economic Opportunity Act amendments, is constructive. The amendments are sound. They are within our fiscal ability to meet. If anything, in that sense they are extremely conservative.

This program is tough. It is hard. That is not because the people administering it are incapable and not because the concept of the whole program is wrong, but because the problem we in America face is much greater and much tougher than we ever realized.

That, Mr. Chairman, is the spirit of this whole thing. This bill will call for all the compassion and all the love we can muster for our own fellow human beings.

If we can do that, we can pass a bill this year—a good bill that all of Congress and all of the American public can be proud of.

As we go ahead, in 1967 and 1968, the Committee on Education and Labor, I am sure, can improve and perfect the whole operation of this program.

Mr. PELLY. Mr. Chairman, I make the point of order that a quorum is not present.

The CHAIRMAN. The Chair will count. [After counting.] Ninety-four Members are present, not a quorum.

The Clerk will call the roll.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 304]

Abernethy	Fulton, Tenn.	O'Brien
Adair	Fuqua	O'Konski
Albert	Gialmo	Olsen, Mont.
Ashley	Gilligan	Passman
Aspinall	Gray	Pepper
Blatnik	Griffiths	Philbin
Bolton	Gurney	Pirnie
Bow	Hagan, Ga.	Poage
Brock	Halleck	Pool
Brown, Calif.	Hanna	Powell
Callaway	Hansen, Idaho	Rees
Carter	Hansen, Iowa	Reid, N.Y.
Casey	Hansen, Wash.	Reifel
Cederberg	Harsha	Reinecke
Celler	Harvey, Ind.	Rivers, S.C.
Clausen,	Hébert	Robison
Don H.	Hollifield	Rogers, Colo.
Clevenger	Hutchinson	Rogers, Tex.
Collier	Ichord	Roncallo
Conable	Johnson, Calif.	St Germain
Conte	Jones, Mo.	Scott
Cooley	Jones, N.C.	Shipley
Corman	Keogh	Shriver
Craley	King, N.Y.	Sikes
Cunningham	Kluczynski	Skubitz
Daddario	Kupferman	Steed
Davis, Ga.	Landrum	Stephens
Derwinski	Long, Md.	Sweeney
Dickinson	McClory	Teague, Tex.
Dingell	McEwen	Toll
Donohue	McMillan	Tuck
Dorn	McVicker	Tunney
Duncan, Oreg.	Mailliard	Walker, Miss.
Dyal	Martin, Ala.	Weltner
Edwards, Ala.	Martin, Mass.	White, Idaho
Evans, Colo.	Mathias	Whitten
Everett	Michel	Williams
Farbstein	Miller	Willis
Fascell	Monagan	Wilson, Bob
Findley	Morrison	Wilson,
Fino	Morse	Charles H.
Fisher	Moss	Wright
Flynt	Nedzi	
Fogarty	Nix	

Accordingly, the Committee rose; and the Speaker having assumed the chair, Mr. Brooks, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill H.R. 15111, and finding itself without a

quorum, he had directed the roll to be called, when 305 Members responded to their names, a quorum, and he submitted herewith the names of the absentees to be spread upon the Journal.

The Committee resumed its sitting.

Mr. AYRES. Mr. Chairman, I yield myself such time as I may consume.

Mr. Chairman, I commend the members of the Education and Labor Committee for the patience that they have shown in dealing with this very, very controversial legislation.

Although the charge has been made that this particular legislation was being held up, I have had no requests from any Members on our side that it should be expedited. I have received no requests from Members on the other side saying that they were anxious to vote on this legislation. We have had, under the leadership of the gentleman from Minnesota [Mr. QUAIL] and the gentleman from New York [Mr. GOODELL], a number of reports regarding the so-called antipoverty program.

The minority views which were filed some time ago received considerable comment by the Members, and were also displayed very prominently in the press throughout the United States.

I am of the opinion, Mr. Chairman, that there are very few Members of this body who really believe in their hearts that this is good legislation.

Speaking for myself, it is a simple fact that the war on poverty was conceived in politics a few months before the 1964 elections, and make no mistake about it. It has been mired in politics ever since, providing the richest lode of political patronage ever mined by political gold-diggers. It is a war of the politicians, by the politicians, and for the politicians, and just a few crumbs are left to the poor.

Now, this should come as no surprise to anyone, because it was planned that way.

We have new Members in this House who are serving their first terms. They were not here in 1964 when this war on poverty was first conceived in this political bid.

Those Members who were here will recall the ruthless sacrifice of Mr. Adam Yarmolinsky, during the first skirmish in this war in August of 1964. Among other alleged sins against Mr. Yarmolinsky, a Defense Department official on loan to the poverty troops as chief strategy man, was that he had the candor to state that the poverty program should make a visible—get this—a visible impact before the fall elections.

In a memorandum to Mr. Joseph A. Califano on June 13, 1964, Mr. Yarmolinsky stated that:

We anticipate the necessity of starting the Job Corps in a clearly visible way throughout the country during the early fall.

If Members would care to look back at the RECORD they will find, in August 1964, starting on page 17995, a proposal that was offered at that time as a substitute for the antipoverty bill. There were many of us in the House at that time who realized the politics involved in this and realized also the urgency with which he was being pushed to get it started before the elections of 1964.

I offered a substitute which would have authorized an appropriation of \$1.5 million to set up some guidelines and to make an effort to find out what could be done to break the pockets of poverty; and, at the same time, this commission would have reported back to the Congress so that we could have taken a sensible look at the problem this country faces with regard to the unemployed, who are the poverty-stricken people.

Now, some may say this was laughed off. It was not. This substitute only failed by 151 to 124.

Since that time I believe it has become very apparent that had we done this in 1964 we would not be in the situation in which we find ourselves today.

Mr. EDMONDSON. Mr. Chairman, will the gentleman yield?

Mr. AYRES. I yield to the gentleman from Oklahoma.

Mr. EDMONDSON. The gentleman made the statement just a minute ago that this program had been completely buried in politics from the very first.

Mr. AYRES. I say to the gentleman, my dear friend from Oklahoma, I said it had been conceived in politics, which it was, so far as I am concerned.

Mr. EDMONDSON. I thought the gentleman also said it had been a matter of politics ever since that time. Perhaps I misunderstood him.

Mr. McCORMACK. Mr. Chairman, will the gentleman yield?

Mr. AYRES. Of course I yield to the Speaker.

Mr. McCORMACK. Did I correctly understand the gentleman to say that this bill was conceived in politics?

Mr. AYRES. Yes.

Mr. McCORMACK. The word was "conceived"? Did I correctly understand that?

Mr. AYRES. Yes. So that there will be no misunderstanding, Mr. Speaker, I said it is a simple fact that the war on poverty was conceived in politics a few months before the 1964 elections.

Mr. McCORMACK. Would you not say that anything that would try to help the underprivileged people of this country is something that is conceived out of human consideration for the underprivileged? Would you accept that definition?

Mr. AYRES. I am not going to reach for the dictionary at this point, Mr. Speaker, but conception and what you wind up with are two different things.

Mr. McCORMACK. There is a difference between conceptions. Up my way we are a very strong Democratic district. Other districts are strongly Republican. There might be conception for the party in power at that time, but it seems to me that the gentleman would accept what should be the definition in my opinion, and I want the RECORD to show it, that this bill was conceived out of human consideration for millions of our own citizens who are underprivileged.

Mr. AYRES. Mr. Speaker, there is no doubt in my mind that many of us are just as interested in helping the poor as is the gentleman from Massachusetts, the distinguished Speaker of the House.

Mr. McCORMACK. I know. I would not argue with that.

Mr. AYRES. And they may have had

in their hearts things like this, but by the time they got around to putting it together it was conceived in politics. Mr. Yarmolinsky learned his lesson the hard way and he is now back at Harvard among his own friends.

Mr. McCORMACK. You are backing the bill and the purpose of it, are you not?

Mr. AYRES. I would back the purpose of it and the Republican substitute.

Mr. McCORMACK. You are not backing it because in your own mind you have any political conception, are you?

Mr. AYRES. We are doing our best to take politics out of this.

Mr. McCORMACK. You are, but you say that it was conceived in politics. Have you conceived your support of the legislation along this line in politics?

Mr. AYRES. We want to put this poor child out for adoption. We think it would be treated better there than it was by its own parents.

Mr. McCORMACK. You are avoiding my question. I think the gentleman needs some support.

Mr. CAHILL. Mr. Chairman, will the gentleman yield to me?

Mr. AYRES. Yes, I will.

Mr. EDMONDSON. Mr. Chairman, will the gentleman yield to me and let me complete the point that I was trying to make a moment ago before he goes to his own side?

Mr. AYRES. As the Speaker said, I had better take a little help over here, because I think the gentleman here is on our side, too.

Mr. CAHILL. I do not know what side the gentleman in the well is on at the moment. I think I am on his side, but I would like to say something in response to the Speaker. I supported this bill and voted for it originally and voted for it the second time around and voted for its appropriations. I do not know what I am going to do this, because I am deeply concerned personally about what I conceive to be political motivations in this bill. More importantly, if I may say so to the gentleman in the well, I think the American public is deeply concerned. It has always been my understanding that if you want to attack a program or if you want to attack an institution, the easiest way to do it is to destroy the credibility or the confidence that the people have in the leader or leaders.

One of the problems I am faced with and what my people are faced with is the publicity that has been given to the attacks that have been made upon Sargent Shriver, who is the Director of this program. Now, I do not know, because I am not a member of the committee, but from what I know of Mr. Shriver, he is a decent gentleman and a hard-working public servant. However, when the chairman of the committee who has jurisdiction of this bill and who is promoting this bill issues statements to the American public questioning the ability and the integrity of the Director and head of the program, he has to know that he is, in turn, harming the program with the American public. The American public does not understand all of the technicalities and all of the legalistic jargon that is in this bill. They look at

it from an overall picture. Is it a good one or is it a bad one?

They ask, "Is it an honest program, or is it a dishonest program?" "Is it a political program, or is it a nonpolitical program?"

And, Mr. Chairman, they look to the man who is the head of it, just the same as all of us look to a man who is the head of any institution, and to a degree at least, judge the institution by the man who heads it.

Mr. Chairman, I would like to ask the gentleman from Ohio [Mr. AYRES], the gentleman in the well, this question:

Is this attack that is being made upon the Director in the opinion of the gentleman a justified attack, based upon the facts in the situation, or is it a political attack? And, if it is the latter, can the gentleman throw some light upon the question as to why politics should have entered into this so-called nonpolitical program?

Mr. AYRES. I shall try to answer the question of the gentleman from New Jersey [Mr. CAHILL].

First, we have to go back into a little history. There was an amendment offered both in this body and in the other body when Sargent Shriver was wearing two hats. I was one of those Members who felt that he should give up either the Peace Corps position or the poverty job.

Approximately 2 years later, he did give up the Peace Corps job and when he did that, he just had the poverty program about which to worry.

I do not feel that the attacks upon Sargent Shriver as to the manner in which the program was being administered were justifiable. I did not demand his removal from that position. That demand came, as the gentleman says, from the other side of the aisle.

On the other hand, I do not know of any human being who could administer this program in an efficient and perfect or efficient manner, because politics do enter into it.

Mr. EDMONDSON. Mr. Chairman, will the gentleman yield to me at that point, to this side of the aisle?

Mr. AYRES. I shall yield to the gentleman from Oklahoma [Mr. EDMONDSON] in just a moment.

Mr. CAHILL. Mr. Chairman, will the gentleman yield to me further?

Mr. AYRES. I yield further to the gentleman from New Jersey.

Mr. CAHILL. Mr. Chairman, I just have one additional question:

Does the gentleman from Ohio agree with me, however, that these attacks, whether justified or not, have hurt the program insofar as the American public is concerned?

Mr. AYRES. Yes, sir; I do not believe there is any doubt about it, because when these attacks are made on the leaders, the attacks are radiated or are felt or made all down the line to those subordinates holding positions in many of our larger or major cities who have become involved in the local political situations.

Mr. McCORMACK. Mr. Chairman, will the gentleman yield further to me?

Mr. AYRES. I yield further to the distinguished Speaker, of course.

Mr. McCORMACK. With all due respect to my friend, the gentleman from New Jersey [Mr. CAHILL], for whom I have a very strong personal liking, and official, there is nothing that the gentleman said that took issue with the observation of the question I asked my friend, the gentleman from Ohio [Mr. AYRES], the gentleman who now has the floor.

The gentleman from Ohio [Mr. AYRES] used the words "politically conceived," and the gentleman from New Jersey [Mr. CAHILL] referred to the absence on the part of the gentleman from New York [Mr. POWELL], the chairman of the committee, or the remarks made by the gentleman from New York [Mr. POWELL], the chairman of the Committee on Education and Labor, in relation to Mr. Shriver.

Well, that has nothing to do with "political conception." That flows out. As far as I am concerned, I believe Mr. Shriver is performing a very good job under most trying conditions. And, the observation of our friend who has the floor, the gentleman from Ohio [Mr. AYRES], that this legislation was politically conceived, is what interested me.

And, I see nothing that the gentleman from New Jersey [Mr. CAHILL] said that is inconsistent with the present and most constructive attempt which I made to have our friend who has the floor tell us why he did not think it was conceived in politics.

Mr. CAHILL. Mr. Chairman, will the gentleman from Ohio yield to me further?

Mr. AYRES. I yield further to the gentleman from New Jersey.

Mr. CAHILL. Mr. Chairman, I certainly did not want in any way to impugn or to suggest any criticism of what the distinguished Speaker had said. The program may not have been conceived in politics, but I think that certainly in its adolescence it has been exposed to the temptation of politics.

I think, if the chairman of the committee is on the floor—and I intend to ask this question when he was addressing the Committee of the Whole House on the State of the Union, but did not want to bring up this subject prematurely—I wonder, if the chairman is here and if the chairman of the full committee could tell us just what motivated him in his attack and what his present thoughts are as to the Director of the program, and whether or not he feels that he can, with confidence, continue to support Sargent Shriver in his effort to implement this program?

I think this is something we are all entitled to hear from the chairman of the committee.

Mr. CAREY. Mr. Chairman, will the gentleman yield?

Mr. AYRES. I promised to yield to the gentleman from Oklahoma, but I am certain he would let me yield to a member of the committee first.

Mr. CAREY. Mr. Chairman, I think you can judge a university by its graduates and you can judge faculties by the graduates of a university. Insofar as management capabilities are concerned, the Office of Economic Opportunity presided over by Mr. Shriver has pro-

duced many active well-paid graduates, paid to the tune of twice their salaries at OEO, who are now working to improve the program in the Republican led city of New York. We train them down here and Mr. Lindsay is very willing to take them up there. So Mr. Shriver is training some very able lieutenants in the program.

Mr. EDMONDSON. Mr. Chairman, will the gentleman yield?

Mr. AYRES. I yield to the gentleman.

Mr. EDMONDSON. Mr. Chairman, I thank the gentleman very much for yielding because it appears that the principal criticism coming to the program from both sides would appear to be concerned with implementation in some areas, their views on implementation in some areas and not with conception. Because I think most of us in this body who voted for this program in the first place did so in the belief that there was a serious problem and that there was a need for a constructive and aggressive program to meet that problem.

But I want to call this to the gentleman's attention—and I supported this position at the time this was adopted—it was provided in the legislation that your Governor had to approve these programs in each instance. The only public official in my State who has individually passed judgment upon each one of these projects and who has had to put his endorsement on them before they became part of the poverty program, is the Republican Governor of the State of Oklahoma.

If there is any single public official today who must bear the major responsibility for some of the admitted failures of the poverty program in my State, it is the Republican Governor of our State.

Mr. AYRES. Mr. Chairman, I would say to the gentleman from Oklahoma that, of course, the Governors who are Republicans are in the minority. So there again is where a lot of politics enters into it.

Then if the Governor raised his voice and he did not necessarily have to be a Republican, such as like the Governor from your side of the aisle from Alabama, who is going to be replaced by a member of the family, and he exercised a veto, then they accused him of being a racist.

I do not know how far this politics can go, but it is not only the Republican Governors but the Democratic Governors who would want to veto something, put the matter to a veto and immediately the bureaucrats from here started coming into their State, stating that they did not know what was going on and that Washington knew much better.

We had a lot of difficulty getting the Governor's veto restored. It was not supported by the gentleman from Oklahoma, but on the other hand, do not think the Governor's position upon this is partisan on this in any way. They have had in many instances to accept the program when it proved to be a boondoggle.

Now if they are a Republican Governor, they get blamed for not vetoing it, or for not accepting it, but if it is a Democratic Governor, then, well, it is a worthwhile program.

Mr. EDMONDSON. I do not think there is anybody in this body who is candid with the public and candid with himself, who would not admit there have been some unfortunate experiences in this brandnew and sometimes totally experimental program. I do not think anybody would deny that there have been some failures that we would have been better off not to have had and through which the program has suffered badly through the publicity about the failures. But there has been very little talk about the very significant successes that have been made in the program Headstart which has done such a terrific job in many of my communities or the program of the Neighborhood Youth Corps which has done a tremendous job in many of my communities. No, the publicity in the metropolitan press has dealt with the failures.

Mr. AYRES. Mr. Chairman, I do not wish to suggest how the gentleman from Oklahoma might vote, but he will have the opportunity to vote for an amendment that would transfer the Headstart program, which has been good and which can be made better, to the Department of Health, Education, and Welfare, the one Department that has many, many employees who are trained in this field and are anxious to do the job and are quite disturbed at the salaries being paid by the Office of Economic Opportunity to these people who are doing identical work to people who are already on the Federal payroll.

Mr. QUIE. Mr. Chairman, will the gentleman yield?

Mr. AYRES. I yield to the gentleman.

Mr. QUIE. The gentleman recalls last year when Congress withdrew much of the Governor's veto function or parts of the Governor's veto function; the gentleman from Oklahoma voted against the Governor's veto when we had it up on the motion to recommit the last time, so he does not evidently believe that a Governor should have the choice of vetoing on undesirable program to his State.

I would also like to say something with respect to Mr. Sargent Shriver—and I will have some more to say about him tomorrow when I present some information that I have.

I would just like to quote to you from Mr. Sar Levitan in an article entitled, "What's Happening, Baby?" As you know, Mr. Levitan is a respected economist from the W. E. Upjohn Institute for Employment Research. Mr. Levitan points out the credibility gap in the OEO. He said that expenditure per enrollee, for example, is often the subject of conflicting reports. He gave examples of that. He said that public statements made by OEO officials are often sprinkled with disturbingly imprecise words such as "reached," "affected," and "served." For example, Sargent Shriver, in recent testimony before the Senate Committee on Labor and Public Welfare on the accomplishments of his agency, asserted that his program has "affected the lives of 4 million impoverished Americans in the slums of 800 urban and rural communities." Shriver failed, however, to particularize the ways in which the poverty program has "affected" these

people. Thus, "affected" could mean anything from giving a word of encouragement to providing a job or shelter.

Third, OEO interprets its statistics in the most favorable light possible. The OEO claimed in one study, for instance, that, of 399 work-experience trainees in 9 States who had completed their assignments at least 3 months prior to the study, two-thirds were employed at an average monthly wage of \$258. Before their selection for work experience, 60 percent of the trainees were or had been public assistance recipients for an average period of 26 months. The conclusion drawn by OEO and reported to Congress was that work experience had resulted in preparing relief recipients to obtain employment and in significantly reducing the relief rolls. The report failed to note, however, that, in a period of increasing labor shortage, the number of relief recipients is likely to decline anyway. Furthermore, the first people to withdraw from relief are likely to be the same ones who would participate in a work-experience program. Thus, similar results might have been obtained even in the absence of a work-experience program.

On a more significant and broader issue, Sargent Shriver recently exhorted Congress to eliminate poverty by 1976, the 200th anniversary of the Declaration of Independence. Few would quarrel with such a laudable goal. However, Shriver failed to tell Congress that the achievement of the goal would require the addition of at least \$20 billion to annual expenditures in aid of the poor. Little good is done for the body politic by official pronouncements of lofty aspirations without an indication of their costs, of their prospects of implementation, and of a realistic appraisal of the chances of success.

They are trying to give the impression that something has occurred which has not, which frustrates the poor. The poor people expected great things and have found little coming for them. No wonder we have seen disturbances.

Mr. AYRES. I thank the gentleman for his observations.

At that point I might add that our colleague, the gentleman from Wisconsin [Mr. LAIRD] has asked the Comptroller General to give him a report on what it cost for many of the employees of the OEO to send telegrams commending their boss—and that is a smart thing to do if you want to hold your job, I guess—when he was criticized by the chairman of the Education and Labor Committee. So here you have a compounding of the felony by the taxpayers' money being used to send telegrams for the employees saying what a great fellow the boss was.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield?

Mr. AYRES. I yield to the gentleman from Michigan.

Mr. WILLIAM D. FORD. The distinguished senior member from the Republican side of the committee is aware of all the legislation reported from our committee. I heard him a few moments ago indicate that he supports the worthy

purposes of this legislation, and he has some suggested changes that will make it possible for him to continue supporting it with his vote on final passage.

Did I correctly understand the gentleman in the well to say that one of the changes that he would require would be: to transfer the Headstart program from the Office of Economic Opportunity to the Office of Education?

Mr. AYRES. I would assume when you say "HEW" it would be the Office of Education that would be operating it.

Mr. WILLIAM D. FORD. Let me finish the question, then. Do I correctly understand you are saying that rather than having the Office of Economic Opportunity administer the Headstart program, as it does now, you would transfer that function to the Department of Education and Welfare under an educational program?

Mr. AYRES. I think the gentleman has hit the nail on the head, and the point that we hope to prove during this debate to the gentleman's satisfaction is that one of the reasons we feel these various programs should be transferred to this agency—

Mr. WILLIAM D. FORD. The gentleman well knows my question. Are you suggesting that we simply transfer Headstart to some other agency, or are you specifically suggesting that we transfer it to the Office of Education under the auspices of one of the other pieces of education legislation that we have in our committee?

Mr. AYRES. No, I am suggesting that the program be transferred and operated as a separate program.

Mr. WILLIAM D. FORD. Under the Office of Education?

Mr. AYRES. I do not say that that is the exact spot for it.

Mr. WILLIAM D. FORD. Does the gentleman want the program administered by State educational agencies rather than the State poverty agencies? Is that what he is saying?

Mr. AYRES. I think in most instances we find that educators experienced in the field are more qualified to work in the field of education.

Mr. WILLIAM D. FORD. Does the gentleman in the well know that 70 percent of the Headstart Programs funded last year were funded through public school agencies and 30 percent were funded through nonpublic school agencies, the largest part of which were church or religious-oriented organizations, which would be disqualified under the laws of every State in this country from handling Headstart programs if such a plan as he suggests were put into effect?

Mr. AYRES. No, I disagree with the gentleman. I am perfectly aware how it is being funded. My point is this.

Mr. WILLIAM D. FORD. Does the gentleman know what agency handles the Headstart program?

Mr. QUIE. Mr. Chairman, will the gentleman yield?

Mr. AYRES. I yield to the gentleman from Minnesota.

Mr. QUIE. Mr. Chairman, this Congress seems to have the concept that if OEO administers the money, it is there—

fore constitutional to provide the money for church-related institutions, but if the Office of Education should be granting the money, it is unconstitutional. I do not see any sense in that at all. If OEO can grant the money to a church-related institution, why cannot the Office of Education, if the money is provided by the Office of Education to do exactly the same job as OEO is doing now, but which Office of Education does better and has a more expanded program. There is no reason why it cannot be done through a church-related agency. So far some preschool programs through OEO have been granted to church-related organizations. Only preschool programs have been granted to church-related organizations. The church-related agencies are not involved in the first through 12th grade using OEO money.

Yet we find that OEO is virtually always behind on its grants of money. The gentleman from New York [Mr. CAREY] I see is standing. I am told that in New York on the project Headstart this summer, the portion of the money they received from Title I of the Elementary and Secondary education act was on time, but the portion of money from OEO did not come through until the program was practically over.

Also, can the Members imagine their local agencies working with such handicap as continued delay in the money for their programs?

Mr. CAREY. Mr. Chairman, will the gentleman yield?

Mr. AYRES. I yield to the gentleman from New York.

Mr. CAREY. Mr. Chairman, I wish the gentleman would refrain from casting further maledictions upon the new Lindsay administration in my city. It takes a little time to learn how to do things. They were 6 months late in their application to OEO.

Mr. QUIE. OEO did not come through with its money on time, I repeat. OEO did not. The officials in the city of New York made their requests to both agencies. You can see that all over the country. The gentleman from New York was with me in Los Angeles. The dioceses out there had hired the person in charge of their preschool program. They had hired her, and when the time came for implementing the preschool program, they had not yet heard from OEO and they had to delay their program.

This is constantly happening.

Since we have those programs, both preschool from OEO and from OE run by the same local agencies, there is no sense for us to run them uncoordinated, one part done through OEO and one through title I of the Elementary and Secondary School Act. We can save money and confusion and have the programs run better if they are done by one Federal agency, and that agency ought to be the Office of Education.

Mr. EDMONDSON. Mr. Chairman, will the gentleman yield for a correction of the RECORD?

Mr. AYRES. Mr. Chairman, I refuse to yield further.

Mr. EDMONDSON. Mr. Chairman, the gentleman from Minnesota said a minute ago that I voted against the mo-

tion to recommit, leaving the impression that we had a pure question of a Governor's veto, and nothing else, on the motion to recommit. The motion to recommit actually consisted largely of drastic cuts in this program and the Governor's veto was only a part of the motion to recommit. I voted against it primarily because of the drastic cuts in the motion to recommit.

Mr. AYRES. Mr. Chairman, I cannot yield further. We have a number of requests for time on our side. The other side has used very little time. The Members will all have their opportunity. I know the fairness with which the gentleman from Florida has been operating, and that he will be glad to give Members all the time that is available.

To get back to this politically conceived bill, this started with Mr. Yarmolinsky getting pushed out because he was doing a good job. Perhaps this candor was too much. Mr. Yarmolinsky was immediately drummed out of the poverty war, although he was only proposing to do the job he had been assigned by the administration—to see that this administration made a big splash before the fall elections.

Talk about political questions, we see what he said in his letter to Mr. Califano. We see exactly what he said. The letter is in the RECORD of 4 years ago. I will not waste the time of the Committee, because the Members can all read it for themselves and see exactly the politics involved. Before 1 year of the war had elapsed, it became apparent how open had become the great refuge for aspiring politicians.

You all know this to be true—whose own economic opportunities were being lavishly upgraded by high-salaried jobs and \$100 a day consultant fees.

We obtained a list of these consultants who had been lavishly endowed with the taxpayer's money, which is published in the CONGRESSIONAL RECORD for July 20, 1965.

You know, Mr. Chairman, numerous Members of Congress in both parties discovered, first, former opponents and, second, current opponents and prospective opponents on that list.

Our respected colleague, the gentleman from New York, LEONARD FARBSTEN, for example, found that his opponent in the Democratic primary, William F. Haddad, was being generously supported in the Office of Economic Opportunity. Since then, I understand, Mr. Haddad has gone to other political campaigns—in Florida, New York again, and elsewhere.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield at that point?

Mr. AYRES. I refuse to yield until I finish this, and then I shall be glad to yield.

Our respected colleague the gentleman from New York [Mr. FARBSTEN] will be glad to explain that to Members, as he did here on the floor.

Perhaps we can expect to see him back in poverty one of these days, and a job may be available. Certainly that is where the big money is for those with proper political connections. In this fiscal year alone the poverty program ex-

pects to furnish over \$53 million for the salaries of its Federal officials alone.

Mr. CAREY. Mr. Chairman, will the gentleman yield on that point?

Mr. AYRES. I yield for 1 minute.

Mr. CAREY. I want to agree with the gentleman. There is wealth in the poverty program. There is real big money in the poverty program.

All one has to do is to buy himself a \$18 ticket on the shuttle from Washington, D.C., to New York.

Mr. Fred Hays, who was working down here at \$18,000, went up to Mr. Lindsay's administration, and is getting \$35,000.

Mr. Sviridoff, who was working for less than \$20,000, is getting \$40,000, and a chauffeur.

Mr. Chris Weeks, for the summer program, had his salary doubled by going to New York.

This of course we do not condone. This is why the Democrats put a salary limitation in the bill.

I should like to know if the gentleman in the well will go along with us on the salary limitation, so that we can cure this and stop talking about Haddad, which was back in the Farbstein-Haddad election of 1964. Let us bring this up to date and talk about Mr. Lindsay's "fat cats" in the program.

Mr. AYRES. I want to bring this up to date, in just a moment. I hope the gentleman will be as anxious to comment then.

Mr. ARENDS. Mr. Chairman, will the gentleman yield?

Mr. AYRES. I yield to the gentleman from Illinois.

Mr. ARENDS. Might I ask the gentleman from New York if this amendment he proposes to offer will be retroactive?

Mr. CAREY. My dear fellow, I am sure the minority whip must know that we cannot take away from public servants what they have already been paid. We are never that vindictive.

Mr. AYRES. I believe perhaps the gentleman from New York, my good friend and distinguished colleague [Mr. CAREY], was trying to make the point that this program is so good down here, as a training ground, and so helpful, that they learn so much in their capacities here in this bureaucracy, that they are trying to peddle their wares as experts in other fields.

I am not familiar with what the gentleman stated, as to the facts concerned, but I am quite certain that such a situation would not exist or should not continue to exist.

But salaries alone do not make political organization. There are a lot of bodies in this Office of Economic Opportunity.

We read that Federal funds in the poverty program in Cincinnati, for example, are being used to finance a big register-and-vote drive. Where is this happening? In the predominantly Democratic wards.

This boldly cynical attempt to work against our former colleague—and politics is politics—

Mr. CONTE. Mr. Chairman, I make the point of order that a quorum is not present. I feel that the chairman of the

committee should be here to hear his good friend speak. I know he was here to hear the chairman.

The CHAIRMAN. The Chair will count. [After counting.] Ninety-three Members are present, not a quorum. The Clerk will call the roll.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 305]

Adair	Goodell	Nedzi
Albert	Gray	Nix
Aspinall	Green, Pa.	O'Konski
Barrett	Griffiths	Olsen, Mont.
Blatnik	Gurney	O'Neill, Mass.
Bow	Hagan, Ga.	Passman
Brock	Halleck	Philbin
Callaway	Hanna	Pirnie
Carter	Hansen, Idaho	Poage
Celler	Hansen, Iowa	Pool
Clausen,	Hansen, Wash.	Quillen
Don H.	Hébert	Rees
Clevenger	Hollfield	Reifel
Collier	Horton	Reinecke
Conable	Hutchinson	Resnick
Conyers	Johnson, Calif.	Rivers, S.O.
Cooley	Jones, Ala.	Robison
Corman	Jones, Mo.	Rogers, Colo.
Craley	Jones, N.C.	Rogers, Tex.
Cunningham	Keogh	Roncalio
Daddario	King, N.Y.	St Germain
Davis, Ga.	Kirwan	Scott
Derwinski	Kluczynski	Shipley
Dickinson	Kupferman	Shriver
Diggs	Landrum	Sikes
Donohue	Long, Md.	Skubitz
Dorn	McClory	Smith, Calif.
Duncan, Oreg.	McDowell	Stephens
Dyal	McEwen	Sweeney
Edwards, Ala.	McMillan	Talcott
Ellsworth	McVicker	Thompson, Tex.
Evans, Colo.	Macdonald	Toll
Everett	Maillard	Trimble
Evins, Tenn.	Martin, Ala.	Tuck
Farbstein	Martin, Mass.	Tunney
Fascell	Mathias	Vivian
Findley	Michel	Walker, Miss.
Fino	Miller	Watson
Fisher	Mize	Weltner
Flynt	Monagan	White, Idaho
Fogarty	Moore	Whitten
Ford, Gerald R.	Morrison	Wilson, Bob
Fulton, Tenn.	Morse	Wilson,
Glaime	Moss	Charles H.
Gilligan	Murphy, Ill.	Wright

Accordingly, the Committee rose; and the Speaker having resumed the chair, Mr. Brooks, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill H.R. 15111, and finding itself without a quorum, he had directed the roll to be called, when 296 Members responded to their names, a quorum, and he submitted herewith the names of the absentees to be spread upon the Journal.

The Committee resumed its sitting.

The CHAIRMAN. When the Committee rose, the gentleman from Ohio had consumed 36 minutes.

The gentleman from Ohio is recognized.

Mr. POWELL. Mr. Chairman, will the gentleman from Ohio yield?

Mr. AYRES. I yield to the chairman of our committee, the gentleman from New York.

Mr. POWELL. First I want to thank my friend on the opposite side of the aisle for the great honor he has just conferred upon me. I trust I will wear it in good health the rest of my life.

In the second place, when I opened the debate, the gentleman from Ohio will remember, on this side, I proposed to make the debate as brief as possible so

that all of our good colleagues could get back home and campaign on the weekend. It seems, due to quorum calls, we might be here very late tonight and also on Saturday. I should like to see this vote taken on Thursday night.

Mr. AYRES. I say to my distinguished chairman that although I believe there is 36 minutes charged to me, and I have been the only speaker on our side, that 16 of those 36 minutes have been consumed by gentlemen from the other side.

Mr. POWELL. I appreciate the cooperation.

Mr. AYRES. Now, Mr. Chairman, let us get back to a discussion of this program which was conceived in politics.

As we were saying when the point of order was made, salaries alone do not make a political organization. Since the quorum call I have been advised that it is entirely possible the situation in New York, which was started by Mr. Haddad as an opponent to our colleague [Mr. FARBERSTEIN], may prove that salaries alone do not make a political organization.

Now we read that Federal funds in the poverty program in a city in my home State, Cincinnati, are being used to finance a big register-and-vote drive in the predominantly Democratic wards.

These are not graduates of a public school. These are not men and women who have come back from a Job Corps who are learning politics at the grass-roots level. These are people who are on the poverty payroll and who are supposed to help poor people. However, their manner of helping poor people, to be paid for by poverty funds, is to go door to door encouraging and even insisting that these people register and vote. In fact, I understand just now by phone call that there is a big drive going on in Cincinnati today, door to door, by the paid poverty people insisting that they get out and register and vote.

Now, why today and tomorrow and Wednesday? Because on the 28th of September registration in Ohio closes. I would like to say that this boldly cynical attempt to defeat our former colleague, Bob Taft, Jr., is being financed with the tax moneys of Republicans and Democrats alike in our State of Ohio. Personally, I am confident that the sense of fairplay of this Committee and of this House and the decency of the citizens of our State can very well bring about a backlash on such an operation.

Mr. Chairman, I say to you that if a registration drive is needed, it should be conducted in all sections, Republican and Democrat alike. In fact, we have an agency that could run this much more effectively than the employees in the poverty program. This could be handled very easily by the Census Bureau. They know how to go door to door. They know how to ask rather pertinent questions. I do not think, Mr. Chairman, that this Congress reached the point where we are going to take taxpayers' money to go out and insist and encourage, and in many cases almost threaten, individuals to get them to exercise the freedom that they enjoy in this country.

This Congress has passed several pieces of legislation guaranteeing the

right to vote. Now, in our State of Ohio only about 64 percent of those eligible to vote vote, but I do not think the taxpayers want to spend their money trying to convince these people that they should exercise a right they already have.

Now, that is no way to run a war on poverty. Every Member of this House knows how the poverty program is being used for politics. I am confident that the overwhelming majority want to put this program back on the right track. It should be an honest effort to help people caught in poverty to prepare for gainful employment, to get jobs, and to regain the independence and the dignity that is lost through unemployment.

This, Mr. Chairman, is the straight, clear road out of poverty—the road of useful and dignified employment. We should phase out politics and get about the business of helping people who need help. This is the constructive road charted by Republican members of our committee. We know there are hundreds of thousands of young people who need help in training themselves for a good job.

That is why we have supported the Manpower Development and Training Act and the Vocational Education Act and worked hard with our Democratic colleagues to make them more and more effective.

Mr. POWELL. Mr. Chairman, will the gentleman yield?

Mr. AYRES. I yield to my chairman.

Mr. POWELL. Out of the largess of the Democrats we will give this time. The gentleman does not remember, I guess, on my own motion I suggested that we put the people of the Poverty Act under the Hatch Act.

Mr. AYRES. Yes. The gentleman from New York insisted on that for quite some time.

Mr. POWELL. It is in the present bill before you.

Mr. AYRES. And you know that this situation exists not only in Cincinnati but in many other places. It might be advisable for you, because you are all up for reelection to check this. There is one thing I have learned, which is that practically every Member of Congress enjoys being reelected.

And, it may be that there are those solicitations going on in your area where the registration date is not closed, by this political organization, the Office of Economic Opportunity. And as the gentleman from New York pointed out, although not covered by the Hatch Act, we Republicans tried to cover them before and insisted that it be done.

Mr. Chairman, I am glad to see that after almost 21 years of operation, there may be support to put these people under the Hatch Act.

Mr. Chairman, the President and the Secretary of Defense already recognize the expensive futility of the existing Job Corps in their plan to induct young men into the service who do not meet the educational standards of the Armed Forces, in order that they may receive, in effect, additional help.

Mr. NELSEN. Mr. Chairman, will the gentleman yield?

Mr. AYRES. I yield to the gentleman from Minnesota.

Mr. NELSEN. Mr. Chairman, before the gentleman from Ohio leaves the topic of violations of the Hatch Act, I would like to point out that it is a futile effort as far as putting anyone under the Hatch Act, because violations have been documented under the civil service where there have been violations, and there have been violations of the Corrupt Practices Act under the Department of Justice, and nothing has been done about the violations that have been documented.

Further, Mr. Chairman, I feel that it is also a sorry state of affairs when we see how Federal employees have their arms twisted for contributions to campaigns, which in my judgment is encouraging a violation of the Hatch Act, an act set up by the Congress of the United States, and we as Members of this body should be supporting our Federal employees in their protection against these acts, which we have not done heretofore.

Mr. Chairman, I thank the gentleman from Ohio for yielding.

Mr. AYRES. I thank the gentleman from Minnesota for his observation, although I cannot help but agree with the gentleman from Minnesota that at least the impression will be left that something has been done to make a start or a step to remove this organization from a direct political organization.

Mr. QUIE. Mr. Chairman, will the gentleman yield?

Mr. AYRES. I yield to the gentleman from Minnesota.

Mr. QUIE. Mr. Chairman, I thank the gentleman from Ohio for yielding.

Mr. Chairman, a few minutes ago the question came up as to whether this program was actually conceived in politics. I recall that I placed in the CONGRESSIONAL RECORD for March 27, 1964, a copy of a campaign brochure that was given to our Democrat colleagues by the Democrat National Committee, which gave them scripts which they could use as they went out into the country during the Easter recess. I submit for the RECORD, the Democrat suggested press release. I have picked out from my files one of the speeches which I gave on this subject, a portion of which I quote as follows:

For the first time in our history we have a President with a concern for the impoverished and a man brilliant enough to administer such a program (Sargent Shriver).

I wonder if anyone wants to take back those words that were uttered back in 1964 when they put out these speeches, before the program was even inaugurated?

SUGGESTED PRESS RELEASE

This is a suggested press release affirming your support of President Johnson's War on Poverty:

(Name) today pledged his full support to President Johnson's War on Poverty and called upon every public official and every private citizen in the state to join him.

He called on them to urge passage of the Economic Opportunity Act proposed by the President to implement the all-out effort to drive poverty from history's richest nation.

"This program would be a milestone in our continuing search for a better life for all Americans," he said. "I shall support it by every means available at my command and I urge every public official and private citizen to join me."

He explained that the program will be a cooperative undertaking by all levels of government—Federal, State and local—and will strike at the causes of poverty, not just the consequences.

"This program is not a hand-out, not just another way to support people who cannot support themselves, but a realistic program that will give people a chance to become self-supporting," he said. "It will give them an opportunity to be participants in our free enterprise society—and not spectators."

He outlined the major aspects of the program and emphasized that where needed these programs will apply to (state).

The program will:

Create a Job Corps which will build toward an enlistment of 100,000 young men whose background, health and education make them least fit for useful work. The Corps will provide youths who will range in age from 16–21 with education, vocational training, useful work experience and other appropriate activities in specified training centers.

Establish a Work-Training Program which will provide work and training for 200,000 American men and women between the ages of 16 and 21. This will be developed through state and local governments and non-profit agencies.

Initiate a Work-Study Program which will provide federal funds for part-time jobs for 140,000 young Americans who do not go to college because they cannot afford it.

Institute urban and rural community action programs to mobilize and utilize all public and private resources to fight poverty on a local level. These local programs will give each community the opportunity to develop its own comprehensive plan to fight its own poverty with financial assistance from the Federal government.

Recruit and train dedicated Americans who enlist as Volunteers for America in the war against poverty . . . the Peace Corps concept directed at the nation's problems.

Create special programs to combat poverty in rural areas for the purpose of raising and maintaining the income and living standards of low income rural families. These special target programs will permit farmers and workers to break through particular barriers which bar their escape from poverty.

Establish an Office of Economic Opportunity which will coordinate the national effort.

The (insert title) also said:

"As President Johnson pointed out, if we can raise the annual earnings of 10 million among the poor by only \$1,000 we will add \$14 billion a year to the national output.

"In addition we will make important reductions in public assistance payments which now cost the nation 4 billion a year, and in the large costs of fighting crime and delinquency, disease and hunger.

"It is not a matter of whether we can or should support this program.

"We must.

"The Declaration of Independence 188 years ago set forth what we as Americans believe:

"That every man, woman and child in this country has the right to life, liberty and the pursuit of happiness.

"One fifth of our population, however, is, in effect, barred from this pursuit by poverty.

"The abundance, the comforts, the opportunities they see all around them are beyond their reach, and their children's reach.

"This program and our dedication to its success will help them find hope and happiness in this, the world's richest nation.

"This will represent a reaffirmation of our belief in those principles of equality of opportunity on which our nation is founded."

Mr. POWELL. Mr. Chairman, will the gentleman from Ohio yield to me at this point?

Mr. AYRES. I yield to my chairman.

Mr. POWELL. I thank the gentleman from Ohio for yielding to me at this point and if he should run out of time, the gentleman can take it out of our time or we shall yield additional time to him if he should run out of time.

Mr. Chairman, I wish that we could discuss the present act that is now pending before us, the Economic Opportunity Amendments of 1966.

Mr. Chairman, as the gentleman from Minnesota [Mr. QUIE], has so well pointed out, in 1964 there were 44 amendments which tried to bring together in a consensus the opinion of the Congress.

I understand that on the gentleman's side of the aisle there will be pending to this legislation 114 amendments.

Mr. AYRES. I will say to my chairman, I think we should set the groundwork as to what is the condition as it exists today, because we are still going to be operating under the old bill for quite some time. Unless every Member has the opportunity to delve into this as deeply as the members of the committee do, I believe it would be most helpful to ascertain what has been happening, why it happened, and then perhaps when the amendments are offered, the committee will have an opportunity to determine whether or not the amendments do correct what is currently acknowledged as an existing evil.

Another Republican amendment will be designed to assist further in the effort by providing special help for young men who wish to make an honorable career in the armed services of our country.

We Republicans on the committee recognize that several millions of preschool youngsters need the benefits of preschool education in order that they can begin school on an even footing with more fortunate children. We have been proposing a massive preschool program under proper and qualified educational auspices, and we shall have an amendment that would transfer Operation Headstart out of the antipoverty agency into the U.S. Office of Education, where it belongs, to be financed in coordination with the Elementary and Secondary School Act. This is much too important to leave it enmeshed in the most confused bureaucracy ever to appear in Washington.

We shall offer other amendments to place these programs in the Federal agencies where they belong, in competent hands, away from the blatant politics and unbelievable confusion of the Office of Economic Opportunity.

And I want to say this to my Democratic colleagues in this House. There is not a bigger favor you could do for President Johnson than to accept these constructive Republican proposals. They would assure better administration of the good parts of the war on poverty, better coordination with similar Federal pro-

grams costing many billions of dollars, better results for the individuals who are trapped in poverty, and the savings of many millions of the taxpayers' hard-earned dollars.

Mr. CAREY. Mr. Chairman, will the gentleman yield on that point?

Mr. AYRES. I yield to the gentleman.

Mr. CAREY. I hope I can intrude on this because even we as good loyal Democrats do not seek here today to do favors for President Johnson. We are seeking to do our utmost for those who are in the abyss of poverty.

Mr. AYRES. I appreciate the nonpolitical statements that have been coming from that side.

These actions could do much to curb the growing threat of inflation in an overheated wartime economy, and aid the President in his announced desire to trim \$3 billion from the Federal budget.

This is where I say to my good friend, the gentleman from New York [Mr. CAREY], that I was down at the White House at the signing of the minimum wage bill and I left there with the impression that we did not have any poverty.

I also heard the statements made last night on the radio by two of the President's high ranking officers of the Cabinet that we have got something called inflation and we are going to have to have bills before this Congress shortly to correct that.

Here is your chance to really help to trim nearly \$3 billion from the Federal budget, and the gentleman from New York [Mr. CAREY] knows that his constituents will thank you for it.

I know of nothing that is any more threatening to this country today than inflation. Here is one place you can help. You can help your constituents, and you can help the President of the United States.

Mr. CAREY. Mr. Chairman, will my colleague, the gentleman from Ohio yield?

Mr. AYRES. I yield to the gentleman.

Mr. CAREY. I would love to do what you suggest, that we save \$3 billion in the Federal budget. In the very first opening statement that was made by the chairman of the committee, he spoke of a way in which we can do that. We are working on the problems of poverty in this country with a very limited tool, the bill before us here today.

My distinguished colleague knows from his experience here in the many years in which he has served, that over in the Department of Health, Education, and Welfare where he wants to put Headstart, there is a \$4.3 billion dependency program which we never debate in this House. He also knows that in other Federal agencies there are \$880 million in programs for the handicapped which we do not debate in this House, but we do debate this program. We can save this \$3 billion if through an effective program we can lump together all the programs in HEW and in the public welfare departments and make them into one program as has already been suggested by the chairman today.

We know how to do it. We cannot do it if we just take this one simple tool we have and make it unworkable.

Mr. AYRES. That would be decided not by the gentleman from New York personally or by myself, after all the facts are out on the table, then the House in its judgment will be able to determine whether or not this program should be continued, after amendments.

In the next few days, each one of us has an opportunity to do the right thing with the "war on poverty."

We have the chance to act responsibly with our constituents' money. We have the chance to rescue the hopes and expectations of those of our fellow citizens who are poor from the politics and bungling and other excesses which have blighted this program. We have the chance to help tighten up the Federal budget to combat an inflation which daily robs the workingman of his wages and plunges retired people into poverty. We have the chance to do what almost everyone of us knows is right.

On this side of the aisle we do not have the votes in this Congress to accomplish these objectives. We need help from the Democratic majority. I hope we get that help. Every Member who does the right thing with this legislation can share in the credit for having done a good and much needed job.

The American people will be watching as they should.

Mr. GIBBONS. Mr. Chairman, I yield myself 1 minute.

Mr. Chairman, during the quorum call that we had a moment ago I took occasion to check upon a couple of the charges that had been made in the debate here by our colleagues on the minority side. I find that the charge about the telegrams having been sent at Government expense is spurious. The telegrams were sent. They were not paid for by the Federal Government. They were paid for by the sender out of his own pocket.

Second, the charges made by the gentleman from New York [Mr. GOODELL] about the Conam are the same old charges he made, I believe, back on August 11, 1966. These have already been answered by OEO. There is nothing of any great significance to them, and at the proper time I shall insert in the RECORD an official answer from the OEO about them, or they will issue some statement about them, too.

Mr. Chairman, at this time I yield 3 minutes to the gentleman from Indiana [Mr. BRADEMAS].

(Mr. BRADEMAS asked and was given permission to revise and extend his remarks.)

Mr. BRADEMAS. Mr. Chairman, I rise in strong support of this legislation. I should like to take this opportunity as well to pay a particular word of tribute to the able and hardworking gentleman from Florida [Mr. GIBBONS], who, at least from my own observation, has put in more time, energy, effort, and hard work on this legislation than perhaps any other Member of either the House or the other body. I think we all owe him a

debt of gratitude for his dedication and work on this important bill.

Mr. Chairman, this legislation, it seems to me, represents, as much as anything else, a moral commitment on the part of the American people, as citizens of the wealthiest Nation in human history, to do something about the fact that there are, living within our own midst, millions of our fellow citizens who do not enjoy even the barest minimum standard of living. I know of no one who has suggested that the passage of this legislation this week by this body and its subsequent enactment into law will, within a year or two, do away with poverty in this country. We all know that the war on poverty is a new program. We know, too, that poverty has been an enemy that has stalked mankind for hundreds, indeed thousands, of years.

But, Mr. Chairman, it is also true, as I have just said, and as we are all aware, that the United States of America enjoys the greatest wealth of any people in the history of mankind. Certainly we ought to be imaginative enough and intelligent enough and, above all, I would hope, have enough sense of moral responsibility to our fellow citizens—we are not talking about people in Asia, Africa, Latin America, or other countries of the world—to undertake at least some minimal, modest steps to eradicate the roots of poverty within our midst.

This is not only a moral responsibility. It seems to me—and I am sure all of us would agree—that it is in keeping with the fundamental religious heritage of the American people.

So I would hope that we would give our consideration and our support to this legislation from that perspective.

Now, Mr. Chairman, I have been very distressed to hear my affable and able friend, the senior Republican on our committee, the gentleman from Ohio [Mr. AYRES], reiterate constantly that this is nothing but a politically conceived and politically administered program. He is much too intelligent and able really to believe that.

I know that in my own home county of St. Joseph, in the State of Indiana, we have in being a wide variety of programs financed by the war on poverty. We have Project Headstart. We have the Neighborhood Youth Corps program. We have a legal services program operated by the University of Notre Dame Law School in cooperation with the St. Joseph County Bar Association. We have work-study programs for students in colleges and universities in the area. We have one of the pioneer Upward Bound programs at the University of Notre Dame. We have a migrant workers center for the Spanish-speaking Americans. We have therefore an entire spectrum of programs in my home county financed by the Office of Economic Opportunity.

Only a few weeks ago, Mr. Chairman, I had the opportunity of making a tour of the antipoverty projects which are going on in my own home county, where I grew up. I was deeply and favorably impressed with the sense of dedication and the zeal and the effectiveness with

which these programs were being administered.

I was, therefore, a little distressed to hear my friend from Ohio say that this was a vast, politically inspired operation. I say this because the Honorable Lloyd M. Allen, of South Bend, and the Honorable Margaret Prickett, of Mishawaka, are Republican mayors. In 1964, when it was determined to have a community action program in St. Joseph County, both of these mayors, both of them Republican, undertook with other community leaders of both political parties in our area, as well as representatives of the people and areas to be served, and a representative group of professional and labor and business people, to put together a community action program.

I am a Democratic representative from that congressional district. I strongly support this program. The Republican mayors from my home county do likewise.

I hope, therefore, Mr. Chairman, as we proceed through the several hours of debate on this bill that we will pay some attention and give our consideration to what it is proposed by the committee we should do to improve and strengthen the operation of the war on poverty, because I want to see this program successful in Republican congressional districts as well as in Democratic congressional districts, for what we are talking about is not Republican or Democratic politics: We are talking about enabling millions of our fellow Americans to have the opportunity to live their lives in dignity.

Mr. Chairman, I should like also to take a moment to pay a word of tribute to one of the ablest and most dedicated public servants in our country, the Director of the Office of Economic Opportunity, the Honorable R. Sargent Shriver, and I should like to call to the attention of Members of the House an eloquent address delivered by Mr. Shriver in South Bend, Ind., on August 11, 1966, and which I have inserted in the CONGRESSIONAL RECORD of September 7, 1966, at page 21089.

In addition, Mr. Chairman, I should like to call to the attention of Members a series of excellent articles from the South Bend Tribune describing the war on poverty in St. Joseph County, Ind., which I have included in the CONGRESSIONAL RECORD of September 22, 1966, at page 22780.

Finally, Mr. Chairman, as we debate the Economic Opportunity Act Amendments of 1966, we would do well to reconsider for a moment the reasons that this Nation determined 2 years ago to mount an earnest drive against poverty. We would do well to recall the tragic impact of poverty on the lives of millions of Americans that argues so persuasively for the action to eliminate poverty which we in Congress took in 1964 and again in 1965, and which we are about to take once more in 1966.

I have not seen any more convincing presentation of the strong economic and moral case for the Nation's war on poverty than that published last year by Philip M. Stern and George de Vincent, entitled "The Shame of a Nation." This

remarkable photographic essay on poverty in America chronicles a journey of 27,000 miles—from Harlem to Hunter's Point in San Francisco, from Old Basin's Crossing in Florida to the Sioux reservations in the Dakotas. Turning off from the thoroughfares of affluence, the authors came across and recorded graphically the stark features of the other America. There families in West Virginia must choose between food and shoes for their children; there rat-infested slums and breakfastless school days bring hardly a ripple of surprise; there a family of nine lives without toilet or running water in a room 10 by 10.

Last year the authors, together with Mr. Stern's wife, Helen, published a small paperback study of Washington, D.C., "O, Say Can You See!" Just as this book powerfully contrasts the Washington of the picture postcards and guidebooks with the facts of daily existence for thousands of Washingtonians, "The Shame of a Nation" brings home the expanse and the ugliness of the scar of poverty on the face of America. The conclusion is inescapable, as Vice President HUMPHREY points out in his introduction: that we must harness the "wealth, the energy, yes, and the daring and imagination to defeat poverty in America to relegate to the history books the sad and somber portraits of this volume."

Mr. Chairman, I commend this penetrating and moving study to my colleagues as a reminder of the vital importance of the legislation that is before us today.

Mr. AYRES. Mr. Chairman, I yield 5 minutes to the gentleman from Nebraska [Mr. MARTIN].

(Mr. MARTIN asked and was given permission to revise and extend his remarks.)

Mr. MARTIN of Nebraska. Mr. Chairman, we have often heard about the establishment of new governmental agencies at the Federal level and how these agencies over the years multiply and increase in size and become eventually a veritable octopus.

I believe a good example of how the OEO is on the road to doing this can be given to the Committee this afternoon, Mr. Chairman, by some information which I have received from one of my constituents.

I would like to read to the Committee, first of all, a letter I received from the Grand Island Daily Independent, a newspaper in my district of Grand Island, Nebr., dated September 3, 1966. The letter says:

DEAR CONGRESSMAN MARTIN: The enclosed telegram, I felt, would be of great interest to you. Frankly, it has me boiling.

I have been disturbed enough in the past with press releases from the OEO Kansas City office. One of these prompted the July editorial which I have also enclosed for your information. There have been others, in fact a release just yesterday with a statement from Shriver defending him against Congressman POWELL's charges.

Use of Western Union, however, carries this thing beyond the realm of mere irritation. That makes me mad. It would be interesting if someone in your office would be able to find out just how many such wires were

sent, and how many Great Society dollars were used for this purpose.

Of course, it is a bit amusing that a Democrat set them off this way.

Sincerely,

AL SCHMAHL,
Managing Editor.

Accompanying this letter, Mr. Chairman, is a 3½-page Western Union telegram, a copy of which I have in my hand, which was sent out by the Kansas City office. I will not take time to read the entire telegram, because it will take too long, but when we go back in the House, I will ask the unanimous consent to have it included in the RECORD.

The entire 3½ pages quote various people in this country as to what a great job Sargent Shriver is doing as director of this program. Let me read from the telegram:

KANSAS CITY, Mo.

The INDEPENDENT,

First and Cedar, Grand Island, Nebr.

The following is sent for your information:

Business leadership is rallying to OEO Director Sargent Shriver's defense against the statements of Congressman ADAM CLAYTON POWELL's attack on the administrative ability of Shriver. The latest to offer his opinion is the chairman of the Xerox Corporation, Mr. Sol Linowitz, who says, "Shriver is the best administrator in Washington." "Among people who really know administration, Shriver ranks among the highest."

For the past 21 months, genuine experts in administration have evaluated the performance and administrative record of this agency. Former Cabinet members like Arthur Flemming, president of the University of Oregon:

Business leaders like Walker Cisler, chairman of the board of Detroit Edison Company, Edgar Kaiser, chairman of the board of General Electric, Charles Thornton, chairman of Litton Industries, Richard Cater, president of the Fortoria Corporation, Roger Sonnabend, president of the Hotel Corporation of America, and many others have given their endorsement.

While overall, there has been some criticism of the war on poverty, the individual programs of OEO receive overwhelming endorsement of Americans everywhere. These include Headstart, Neighborhood Youth Corps, Upward Bound, VISTA, health services, neighborhood centers, legal services. This indicates to us that there might be a general misunderstanding about the program, as opposed to program benefits.

Following is a sampling of telegrams received by Shriver:

August 30, 1966.

To Sargent Shriver, Director, Office of Economic Opportunity, Wash., D.C. Dear Sargent, because of the recent reported political attacks on your administration of the poverty program I wish as chairman of the Business Leadership Advisory Council for the Office of Economic Opportunity to reaffirm the confidence expressed by the chief executives of many of our country's leading corporations who are members of the council and are meeting in Washington on June 10 of this year Thomas I. Nichols, chairman of the executive committee of Olin Matheson Chemical Corporation proposed a resolution expressing the council's support and full confidence in you as Director of O.E.O. The resolution was unanimously and enthusiastically supported. I wish also to express personally to you my admiration and respect for the high degree of statesmanship and frankness with which you have conducted your responsibilities. I am desirous of continuing to support and work with you in accomplishing the objectives of O.E.O.

Walker Cislser, chairman of the board of the Detroit Edison Co.
August 31, 1966.

To Mr. Sargent Shriver, Office of Economic Opportunity, Wash., D.C.

The O.E.O., under your leadership, deserves the full support of all those who believe in the dignity of the individual and who believe in equal rights and equal opportunity and the elimination of poverty in our great Nation. As chairman of the Labor Advisory Committee, I have had the opportunity to work closely with you and I want you to know that I consider you one of our outstanding public servants and one who is dedicated to poverty. Only your continued inspired leadership will insure that the program will continue to move forward. With best regards, David Sullivan.

August 31, 1966.

To Sargent Shriver, Office of Economic Opportunity, Wash., D.C.

I regret deeply the attacks being made on you and your program. The Office of Economic Opportunity under your leadership has done more work in less time than any other national program. I hope you will not resign.

Finlay C. Allen, first general vice president, United Brotherhood of Carpenters and Joiners of America.

August 30, 1966.

To Sargent Shriver, Office of Economic Opportunity, Wash., D.C.

Because of absurd Powell comments I want you to know that my business associates and I are more enthusiastic than ever about your personal activities and those of OEO in the war on poverty.

Roger P. Sonnabend, president, Hotel Corporation of America.

Shriver noted recently that Congressman POWELL in a speech at Baltimore characterized the poverty program as "one of America's most successful and productive programs."

DON THOMASON,

Regional Director, North Central
Region Office of Economic Opportunity.

There are 3½ pages of this, which was sent out by the Kansas City district office of the OEO to 40 newspapers in the midwest area and the Mountain States.

On September 7 I wrote to Mr. Shriver a letter, as follows:

DEAR MR. SHRIVER: Enclosed is a copy of a letter received from one of the newspapers in my District, and also a copy of a three and a half page telegram which your Kansas City office sent to this newspaper on September 3rd.

It appears that this same telegram was sent out to hundreds, and perhaps even thousands, of newspapers throughout the country at an extremely high cost to the taxpayers.

I would like to hear from you immediately as to why this was done, and the total cost of these telegrams.

Sincerely,

DAVE MARTIN,
Member of Congress.

About a week or 10 days went by, and I did not receive any reply from Mr. Shriver. I wrote him again, and at the same time I also wrote the Comptroller General of the United States.

I received a reply from Mr. Shriver about 4 o'clock Friday afternoon by messenger. I received a letter from the Comptroller General this afternoon in regard to this matter.

Mr. Shriver states that there were 40 such telegrams sent out, and the cost of each telegram was \$77. He goes on to state:

Fortunately, this cost was not borne by the taxpayers. The telegrams were paid for with private funds.

I do not know who paid for them or how that was arrived at, but according to Mr. Shriver's letter they were paid for with private funds.

This makes a total of about \$2,900.

He goes on to say that the gentleman in the Kansas City office was carried away, and that he has since been reprimanded by him for taking this action.

Let me read further from the letter received this afternoon from the Comptroller General.

The CHAIRMAN. The time of the gentleman from Nebraska has expired.

Mr. AYRES. Mr. Chairman, I yield the gentleman 4 additional minutes.

Mr. MARTIN of Nebraska. I quote from the Comptroller General's letter:

By letter of September 14, 1966, you question the propriety of an enclosed copy of a telegram sent from the Kansas City regional office of the Office of Economic Opportunity to one of the newspapers in your district.

Your request that we advise you as to the number of similar telegrams sent throughout the country and the total cost involved.

Enclosed is a copy of a TWX message dated September 2, 1966, sent from the Office of Economic Opportunity in Washington to the attention of the public affairs officers in the seven regional offices of OEO.

Let me quote from this telegraph that was sent out from Washington to the seven regional offices, the one that started the ball rolling on this telegram I received from my newspaper friend in my district. I quote from the telegram that went out from the Washington office:

Business leadership is rallying to Shriver's defense against POWELL's attack on his administration. Sol Linowitz, chairman, Xerox International, says "Shriver is best administrator in Washington." Suggest these telegrams, together with story guidance be given immediately to local newspapers and editorial writers as good weekend story indicating that among people who really know administration, Shriver is tops. Remember Shriver in his statement said: "... I have never known that Congressman POWELL considered himself an expert on administration—either public or private ..."

The telegram goes on further. This is very important, I believe. I quote it as follows:

Important we try to get this story across. For your confidential guidance, Lou Harris poll will come out Monday showing 54-46 public opinion against war on poverty, but 83% of Negro poor in favor.

Mr. Chairman, I include at this point the entire letter for further information of the Members:

COMPTROLLER GENERAL OF THE
UNITED STATES,

Washington, D.C., September 26, 1966.

Hon. DAVE MARTIN,
House of Representatives.

DEAR MR. MARTIN: By letter of September 14, 1966, you question the propriety of an enclosed copy of a telegram sent from the Kansas City regional office of the Office of Economic Opportunity to one of the newspapers in your district.

You request that we advise you as to the number of similar telegrams sent throughout the country and the total cost involved.

Enclosed is a copy of a TWX message dated September 2, 1966, sent from the Office of Economic Opportunity in Washington to the

attention of the public affairs officers in the seven regional offices of OEO. We have not ascertained that the use of TWX facilities for sending this message necessitated the incurrence of any additional cost. The purpose for the message is set forth in its opening paragraphs as follows:

"Business leadership is rallying to Shriver's defense against Powell's attack on his administration. Sol Linowitz, chairman, Xerox International, says 'Shriver is best administrator in Washington.' Suggest these telegrams, together with story guidance be given immediately to local newspapers and editorial writers as good weekend story indicating that among people who really know administration, Shriver is tops. Remember Shriver in his statement said: '... I have never known that Congressman POWELL considered himself an expert on administration—either public or private ...'"

"Important we try to get this story across. For your confidential guidance, Lou Harris poll will come out Monday showing 54-46 public opinion against war on poverty, but 83% of Negro poor in favor.

"Also, majority of urban residents suggest we can counter overall lack of approval by indicating that the closer people are to the programs, the more they approve them. Also, we might suggest that while overall war on poverty effort may not be liked, just about every individual program in it, i.e., Headstart, Upward Bound, legal services, Neighborhood Youth Corps, VISTA, health services, neighborhood centers, etc., etc., did receive approval—indicating that there is a lack of general understanding about the program as opposed to its contents."

* * * * *

"Indicated below are telegrams received in Mr. Shriver's defense."

We have been advised that of all the regional offices which received this message only the Kansas City Office pursued the matter through the use of telegrams. A list of 40 addresses to whom was sent a telegram similar to the one enclosed with your letter is also enclosed. We understand that at least one regional office—San Francisco—did nothing with respect to carrying out the purpose of the message.

The Kansas City telegrams were sent through facilities operated by the General Services Administration and it is expected that the total bill to be submitted by GSA for the services it rendered will be in the neighborhood of \$2,900. A portion of this amount is to cover GSA costs in getting the messages to Western Union distributing points and the remainder is to cover charges billed or to be billed by Western Union.

You state in your letter that you think it is entirely improper to use the taxpayers' funds for the purpose of promoting the public relations of Sargent Shriver, the Director of the Program.

We have been informally advised by Office of Economic Opportunity officials that Mr. Shriver is of the view, apart from any question of legality, that it would be inappropriate to charge public funds with the cost of these telegrams and that the administrative determination in Kansas to utilize telegraphic means of communication was most injudicious. He has, therefore, determined that appropriated funds will not be utilized to pay for the costs of the telegrams, despite advice from his General Counsel that the use of such funds for this purpose would be legal.

The determination that appropriated funds will not be charged with the costs of the telegrams in question renders academic the necessity for reaching a determination of the legal issues involved.

Sincerely yours,
FRANK H. WEITZEL,
Assistant Comptroller General of the
United States.

Then they go on with a further telegram and quote from other telegrams from executives of various companies in the country that are conducting these OEO programs throughout the country.

Mr. AYRES. Mr. Chairman, will the gentleman yield?

Mr. MARTIN of Nebraska. I will be happy to yield to the gentleman from Ohio.

Mr. AYRES. Would you feel those telegrams might have been politically motivated?

Mr. MARTIN of Nebraska. I do not think there is any question about it. The Comptroller General also goes on to state the total cost of the telegrams sent from the Kansas City office was approximately \$2,900. That does not include the original telegram sent from the Washington office, which was either written or composed by Mr. Shriver or one of his high-powered press agents down there to stimulate this entire activity in the regional offices throughout the country. I think this is completely wrong and a misappropriation and misuse of the taxpayers' funds. If Mr. Shriver wanted to make a personal reply to the gentleman from New York's charges about his ability to be an administrator, he should have done it through the press and not through telegrams sent at the taxpayers' expense.

Mr. CRAMER. Mr. Chairman, will the gentleman yield?

Mr. MARTIN of Nebraska. Yes. I yield to the gentleman from Florida.

Mr. CRAMER. As I understand the gentleman's statement at the outset, it was that the initial telegram cost \$2,800 or \$2,900 and it was paid out of "private funds" but sent under the OEO's name. The gentleman would be interested in the fact that these wrongdoings are now being clarified for the RECORD and perhaps the leadership of the bill or someone should try to find out what private funds are being used for the purpose of propagandizing and promoting the OEO program. Do you not think that would be an important matter to put in the RECORD?

The CHAIRMAN. The time of the gentleman has again expired.

Mr. AYRES. Mr. Chairman, I yield the gentleman 3 additional minutes.

Mr. MARTIN of Nebraska. I think this is most important. I agree with the gentleman from Florida. I think we should get to the bottom of this.

Mr. ERLBORN. Mr. Chairman, will the gentleman yield?

Mr. AYRES. I am glad to yield to the gentleman from Illinois.

Mr. ERLBORN. The report that you state was delivered to your office—was that over the signature of Mr. Shriver?

Mr. MARTIN of Nebraska. Yes, sir.

Mr. ERLBORN. That indicated that the person in the Kansas City office was motivated by excessive zeal, as I recall it, or some such phrase?

Mr. MARTIN of Nebraska. That is right.

Mr. ERLBORN. Does the gentleman think Mr. Shriver was candid in suggesting that the Kansas City man

did sign his own name through an excess of zeal when apparently his instructions came from Washington?

Mr. MARTIN of Nebraska. That is correct. This telegram, part of which I have just read to you, suggested to the regional director that he immediately proceed to get this information out to the press in his area. So it seems to me that the manager in Kansas City was simply following instructions as received in the original telegram.

Mr. ERLBORN. I think so, too, and it seems to me Mr. Shriver was being less than candid with you in his explanation. Does the General Accounting Office report include other district offices that sent out similar news releases?

Mr. MARTIN of Nebraska. They have reported in this letter that I received this afternoon, the same as Mr. Shriver, that this was not done in any of the other district offices but only in Kansas City. A list of all the newspapers and radio stations that received this telegram not only covers the Midwest area along the Missouri River but also the Mountain States.

Mr. BATTIN. Mr. Chairman, will the gentleman yield to me?

Mr. MARTIN of Nebraska. Yes. I yield to the gentleman from Montana.

Mr. BATTIN. Did not Mr. Shriver say he had reprimanded the fellow in Kansas City?

Mr. MARTIN of Nebraska. That is correct.

Mr. BATTIN. And he is reprimanding him for doing what he was told to do.

Is this not another credibility gap? Would the gentleman say that that is a fair interpretation of the situation?

Mr. MARTIN of Nebraska. I believe that is a good interpretation.

Mr. AYRES. Mr. Chairman, will the gentleman yield?

Mr. MARTIN of Nebraska. I yield to the gentleman from Ohio.

Mr. AYRES. This is exactly what happened to the very able gentleman, Mr. Yarmolinsky. He was reprimanded and sent back to the Pentagon. Now it has gone a little further, and as we stated previously, he is back at Harvard. This seems to be par for the course. The reprimand goes through, but that is as far as it goes. But with reference to poor Mr. Yarmolinsky they went the last mile.

Mr. JOELSON. Mr. Chairman, will the gentleman yield?

Mr. MARTIN of Nebraska. If I have any further time I shall be glad to yield to the gentleman from New Jersey.

The CHAIRMAN. The time of the gentleman from Nebraska has expired.

Mr. GIBBONS. Mr. Chairman, I yield 1 minute to the gentleman from New Jersey [Mr. JOELSON].

(Mr. JOELSON asked and was given permission to revise and extend his remarks.)

Mr. JOELSON. Mr. Chairman, I just take this time to suggest to the gentlemen on the other side of the aisle that if they do not stop these political attacks on the cost of the telegrams, they might find out that they are cluttering up the RECORD in political attacks, at the cost of

\$90 a page, and they are going to make thriftiness out of what Sargent Shriver did in the course of their political machinations.

Mr. Chairman, I yield back the balance of my time.

Mr. GIBBONS. Mr. Chairman, I yield myself 1 minute.

(Mr. GIBBONS asked and was given permission to revise and extend his remarks.)

Mr. GIBBONS. Mr. Chairman, I do not condone the misspending of any Government funds. I believe it was an unwise act to send out telegrams that have been alluded to here.

However, I can understand how things will be done in the heat of an attack such as this. But I am assured by the Office of Economic Opportunity that the Federal taxpayers have suffered no loss, because of this indiscretion on the part of some employees.

Mr. Chairman, I hope that in the future these things will not occur.

But as far as Mr. Shriver is concerned, I believe he is an honest, diligent, hard-working, and dedicated American, doing the best he can with a real tough problem.

Mr. Chairman, I include at this point in the RECORD a letter from OEO which I have received on this subject:

SEPTEMBER 26, 1966.

Re Consolidated American Services, Inc., OEO Contract No. 53.

THE PROBLEM

Republican Poverty Memorandum No. 36, issued August 11, 1966, charged favoritism in awarding Con Am a contract for support services in connection Job Corps field operations. Specifically, it was alleged:

1. Four local firms recommended by Job Corps were arbitrarily by-passed in spite of their immediate capability and a Washington, D.C., base.
2. The original contract was estimated at \$500,000 and required more than \$1,300,000 to complete.
3. A senior official of Con Am (W. C. Hobbs) contributed \$1,000 to the President's Club in 1964, 1965 and 1966, with the inference that this led to the awarding of the contract.
4. Con Am had no prior experience in this type of work.
5. OEO stood the total cost of establishing and maintaining a Washington facility for Con Am.
6. With the expiration of the OEO contract, Hobbs was separated from Con Am.

These charges were made the subject of articles in "The Washington Post" and in "The New York Times" on the next date.

BACKGROUND

It was apparent that committee investigators had access to the OEO procurement file which included an auditor's report dated April 1, 1965, which isolated many of the issues utilized in the complaint. The response of the contracting officer to this audit was not contained in the procurement file, which is available to the public, but did appear in the administrative file on the contract which apparently was not reviewed by the committee investigators. The New York Times article included the contracting officer's specific denial of any earlier relationship with the Con Am official named in the complaint. He was quoted as saying, "I was unaware until you just told me that he made a political contribution to anybody."

FINDINGS

The OEO contract with Con Am was phased out as of June 30, 1966. After 18 months of service, it was estimated by Con Am off-

cials that the company lost \$65,000. Con Am's performance on the contract which required architectural and engineering service in the field as well as logistic and transportation support was evaluated as satisfactory to good. Con Am's records have been subjected to audit on the part of Agency auditors as well as the Government Accounting Office without reference to any serious shortcomings or administrative inconsistencies. With specific reference to the allegations above:

1. The official who recommended the four local firms did so on the basis of his personal experience in dealing with them in the past. Although approached by Con Am, who showed interest in performing these services, he did not include them in the recommendation since he had no prior dealings with them. He was also thinking solely in terms of architectural and engineering service. The memorandum in which he submitted his proposals called for discussion with the contracting officer. At this discussion it became apparent that a firm was needed which could provide immediate field support to installations on the West Coast. It was also developed at this time that support for logistics and transportation would be desirable, and it was apparent that the four local Washington firms did not have the immediate capability demonstrated by Con Am.

2. The Job Corps memorandum of December 22, 1964, estimated engineering services alone on the contract would run in the neighborhood of \$1 million. The Con Am contract included logistic support services as well. The assignment of work was by task orders which assured the satisfactory performance of a particular task before additional tasks would be assigned. The first phase of the contract only was estimated to cost \$500,000 with increments to be incorporated as required.

3. This same official, W. C. Hobbs, senior VP advised OEO that he has been a financial contributor to the Republican Party for 25 years and has given as much if not more to Republican causes in the past three years, as he had to the President's Club. He says he has the cancelled checks to prove it and will produce them on demand.

4. Con Am had a history of similar services for the Defense Department and furnished ample documentation as to its ability to perform as required.

5. According to Mr. Hobbs, senior Vice President, Con Am had other work in Washington and the cost of establishing and maintaining the Washington office was pro-rated so that OEO only paid for that part supportive of contract #53. All furnishings and other materials made available for Con Am's use have been recovered in agreement with the original understanding.

6. It is true that Hobbs and Con Am went separate ways after the expiration of the contract. Hobbs maintains, however, that this was a result in shift in company policy and his desire to set up his own business, which is currently operational.

SUMMARY

A thorough analysis of all aspects of OEO's relationship with Con Am in connection with this program does not reveal any indication or evidence of favoritism or irregularities in supervision or administration of the services provided.

To quote Bill Hobbs, "I don't need political influence to lose \$65,000."

Mr. Chairman, I yield 3 minutes to the gentleman from New York [Mr. CAREY].

(Mr. CAREY asked and was given permission to revise and extend his remarks.)

Mr. QUIE. Mr. Chairman, will the gentleman yield to me at this point, and if the gentleman needs additional time, I shall see that he gets it?

Mr. CAREY. I yield to my colleague, the gentleman from Minnesota [Mr. QUIE].

Mr. QUIE. Mr. Chairman, I would like the gentleman from Florida to put in the RECORD the OEO answer to the first Republican Party Poverty Memorandum on Con Am about which he spoke so that all of us can see it. I have seen a few smatterings of remarks in the press about Mr. Sugarman and what he said, but I do not see anything from Mr. Shriver. I am requesting that this be done in order that I may look at it tomorrow. I have talked to my colleague from New York [Mr. GOODELL] and we shall have a follow up on the previous one, in order to have full information contained in the RECORD as the debate develops.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield?

Mr. CAREY. I yield to the gentleman from Michigan.

Mr. WILLIAM D. FORD. Mr. Chairman, if the gentleman from Florida [Mr. GIBBONS] will accept these items, I also have here a letter, on the letterhead of the Consolidated American Services, Inc., signed by Mr. W. C. Hobbs, the gentleman who was mentioned in the unfortunate remarks made earlier today and who has been accused, as I understood it, on the floor as the official of the rather large private group, of wrongful handling of public funds.

In addition, I would like to call the attention of the gentleman from Minnesota [Mr. QUIE] to the April 25, 1966, CONGRESSIONAL RECORD in which our colleague, the gentleman from West Virginia [Mr. SLACK], begins a very thorough discussion of this entire matter which, incidentally, was made in response to detailed charges previously made in the CONGRESSIONAL RECORD and which are alluded to, and which the gentleman well knows are available for his own inspection or for the inspection of anyone else, that led to Representative SLACK's remarks to which the gentleman from Minnesota and the gentleman from New York made the original charges. The facts have been categorically answered in the CONGRESSIONAL RECORD already.

Mr. QUIE. Mr. Chairman, will the gentleman yield further?

Mr. CAREY. I yield briefly but with the observation that I hope we can get away from personalities and political observations here and get down to the practicalities of this legislation.

Mr. QUIE. I just want to say this, Mr. Chairman, that I looked over the remarks of the gentleman from West Virginia [Mr. SLACK] and in no way did he disagree with the facts contained in the report that I gave at the Kanawha Hotel in Charleston, W. Va. In fact, the OEO themselves have thoroughly investigated my remarks and found them to be accurate—completely accurate. That is why they did not follow up rather than the gentleman from West Virginia [Mr. SLACK]. So this was about the last thing that Mr. Boutin did before he went over to the SBA.

Mr. CAREY. Mr. Chairman, I should like to begin by observing that there has been great effort, devotion, diligence, and excellence placed in this legislation by members of both sides of our committee.

I want to begin by indicating my personal admiration for the work done by the floor manager of the bill, the gentleman from Florida [Mr. GIBBONS], who has spared nothing of himself or his staff in bringing to the floor of this House a bill providing a sound, practical approach to these problems.

On the minority side, I want to commend those who traveled with me, the gentleman from Minnesota [Mr. QUIE], and my colleague, the gentleman from New York [Mr. REND]. We went firsthand into the West and Midwest and looked at citywide poverty programs in action.

There is no doubt about what we found and there should be no doubt here before the committee today of what we are up against. The question is not what kind of job Mr. Shriver is doing—and I think he is doing a splendid job. The question is not whether he is capable of doing the job of licking poverty by himself with a limited staff. The question is whether in this day and age we, the wealthiest nation in the history of all mankind, can do anything and are we doing enough to come to grips with this pressing problem.

I concur with my colleague from Indiana that poverty has been with us through all the ages. Back in Biblical days, Isaiah said, in chapter 3, verse 15:

What mean ye that ye beat my people to pieces, and grind the faces of the poor.

Then in the beginning of this country around 1774, Oliver Goldsmith said:

Laws grind the poor and rich men rule the law.

Well, today we rule with law and I hope we can be men of wisdom and fairness and prudence and look at this legislation candidly and precisely to see what we can do with the means at hand.

We have already done a great deal and I might add that if there is anything that this program suffers from, it is probably an element of too great a success in some of its systems.

We all love Headstart. Everybody speaks well of Headstart, even those who want to transfer it to another major agency. It might become somewhat lost or indifferently treated, but even those people who advocate this admire Headstart. The trouble with Headstart is that we do not have enough money in it to do all the job that we know we can do now with all the children who can be helped. This is suffering from success.

I would remind those who do want to transfer it that, although they may mean well, they indicate a certain lack of understanding of the true grasp and thrust of the Headstart program.

Headstart is not just an education program, it is something new, innovative, imaginative beyond all understanding when we passed this legislation.

It is really a child and family development program. We bring to bear in the life of a child much more than just systematic education, the work of a good teacher, and beyond that all the strengths and skills of child development specialists. We bring in medical programs. We bring in testing programs. We bring in dental care. We find deficiencies—and we are coming up with

figures showing that better than 10 percent of all the children who are examined have very, very vital deficiencies that would impair their learning progress through all their lives. Finding these things, we have followup programs that have been excellently devised and are working very well.

This, of course, we have done to help the family and to help the child. This has been done as it has never been done before. So if you want to keep this going, growing, and succeeding, you are going to leave that program right where it is. It is a tribute to the administration of Sargent Shriver and his people in OEO.

The Neighborhood Youth Corps is suffering from success, because in every city where the Neighborhood Youth Corps is presently ongoing there are more eligible persons for the Neighborhood Youth Corps than we have slots into which we can place them.

I say that in at least these two cases, plus the work study and the small business assistance and rural loans, in almost every phase you can imagine, the program is suffering from the symptoms of success.

What we have done is to take the experience we have gained from our knowledge in the field and we have tried to legislate on a successful precedent basis so that we can pass into all the areas of the country successful experiences of the leading programs.

In my investigation of the cities I found, yes, that some cities were lagging; but you cannot blame that on Sargent Shriver and you cannot blame that on this law. There are juridical tangles in our cities that we cannot cure with law from Washington.

In Los Angeles there is a juridical tangle almost like the mythical kingdom of Graustark. You cannot possibly travel around the county in 1 day. I do not believe that any law we pass in Washington will cure the Los Angeles problem until good government takes over. In making that statement I do not criticize any persons in the government, but there is a county-city jurisdictional setup that makes it impossible to administer this act or this kind of program well.

The same thing might be true of my city of New York. In New York there has been undertaken a vast new program to try to bring that city to grips with the problems of poverty. This has been done, though there has been failure after failure in New York City programs, and there is still room for much improvement. But that is not the fault of Washington and it is not the fault of this legislation.

I would like to close with this observation. I shall have more to say on the subject during the debate under the 5-minute rule. I think we had better vote for this program for one very compelling reason. It is sort of like the man who goes to the hospital to visit people day after day, and says, "I have great charity. I love every patient in this hospital, and I have been loving them in all their illnesses, and I have been contributing to all their illnesses. I love

these people because they are ill. I will do anything I can for their illnesses."

A proper comment might be, "Let's stop doing something for the illnesses and let's start doing something for the remedies."

I say that we have programs in this Government that we have been supporting, year in and year out, on both sides of the aisle, programs involving the illness of welfare which are costing the American taxpayers over \$4 billion a year. We have been supporting such programs on both sides of the aisle. We have been supporting the malady—dependency. Now we are calling upon the House to do something in the way of a remedy for the malady. It can be done if we continue to press this program with bipartisan support, by better training in the Youth Corps, the Job Corps, by better programs in Headstart, and better health in the rural areas and the cities. By doing this we will be doing something against the growing establishment of welfare.

As my final point, I would invite your attention to a new section in this bill, section 603, which I have succeeded in placing in the legislation. It calls upon the Director of the OEO to encourage State agencies and coordinate Federal agencies to encourage, stimulate, and bring about literacy training for the illiterate, better job training for the untrained, and better employment opportunities for those who have not had any chance for employment because of their illiteracy or undertraining. If we can get that done, we will see welfare programs recede in every city.

We saw it recede in Chicago, where under Mayor Daly and the late Welfare Commissioner Raymond Hillyard, they rolled back the welfare program to an all-time low using the instrumentalities of the poverty program.

They did it in Chicago. Let us do it all over this country and let us start legislating the remedy for the malady instead of contributing to illness of dependency.

Mr. GUBSER. Mr. Chairman, I make a point of order that a quorum is not present.

The CHAIRMAN. The Chair will count. [After counting.]

Sixty-six Members are present, not a quorum. The Clerk will call the roll.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 306]

Adair	Craley	Flynt
Albert	Cunningham	Fogarty
Anderson, Ill.	Daddario	Ford,
Anderson,	Davis, Ga.	Gerald R.
Tenn.	Derwinski	Friedel
Aspinall	Dickinson	Fulton, Tenn.
Baring	Diggs	Garmatz
Barrett	Donohue	Giammo
Blatnik	Dorn	Gilligan
Bow	Duncan, Oreg.	Goodell
Brock	Dyal	Gray
Callaway	Edwards, Ala.	Griffiths
Carter	Evans, Colo.	Gurney
Celler	Everett	Hagan, Ga.
Clausen,	Evins, Tenn.	Halleck
Don H.	Fallon	Hanna
Clevenger	Farbstain	Hansen, Idaho
Conable	Fascell	Hansen, Iowa
Conyers	Findley	Hansen, Wash.
Cooley	Fino	Harvey, Ind.
Corman	Fisher	Hays

Hébert	Morrison	St Germain
Hollfield	Morse	Scott
Horton	Moss	Shipley
Hutchinson	Murray	Shriver
Johnson, Calif.	Nedzi	Sikes
Jones, Mo.	Nix	Skubitz
Jones, N.C.	O'Brien	Smith, Va.
Keogh	O'Konski	Stephens
King, N.Y.	Olsen, Mont.	Sweeney
Kluczyński	Pasman	Teague, Tex.
Kupferman	Philbin	Thompson, Tex.
Landrum	Plante	Toll
Long, Md.	Pouge	Tuck
McClary	Pool	Tunney
McEwen	Powell	Tuten
McMillan	Quillen	Van Deerlin
McVicker	Reid, N.Y.	Walker, Miss.
Mailliard	Reifel	Weltner
Martin, Ala.	Reinecke	White, Idaho
Martin, Mass.	Resnick	Whitton
Mathias	Rivers, S.C.	Willis
Michel	Robison	Wilson, Bob
Miller	Rogers, Colo.	Wilson,
Monagan	Rogers, Tex.	Charles H.
Moore	Roncadio	Wright

Accordingly, the Committee rose; and the Speaker pro tempore (Mr. PRICE) having assumed the chair, Mr. BROOKS, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill H.R. 15111, and finding itself without a quorum, he had directed the roll to be called, when 301 Members responded to their names, a quorum, and he submitted herewith the names of the absentees to be spread upon the Journal.

The Committee resumed its sitting.

Mr. AYRES. Mr. Chairman, I yield myself 3 minutes.

I take this time to confer with the gentleman from Florida [Mr. GIBBONS]. I would hope that we would be able to finish general debate tomorrow and, as far as our side is concerned, I will say to the gentleman from Florida, we will do our very best to complete all of our speeches under general debate without having to use the time we have left, because I realize that we have used more time today than has the gentleman from Florida.

Mr. GIBBONS. Mr. Chairman, will the gentleman yield?

Mr. AYRES. I yield to the gentleman from Florida.

Mr. GIBBONS. Speaking for this side, I would be most happy to yield all the balance of my time except 2 hours, which could be used tomorrow, if your side would be willing to use all your time except 2 hours, which would be used tomorrow, and we could agree to come in tomorrow morning at 11 o'clock, and then on Wednesday we could start under the 5-minute rule.

Mr. AYRES. In view of the fact that I am not able to confer with all members on the committee, I can only say to the gentleman that we will do our very best. We will expedite our speeches, getting out all the information and facts we feel we should, but we cannot make any firm commitment as to the limitation of the balance of the time. I will say we will do our best to stay here as long as the gentleman wants to finish debate tomorrow, so the bill can be read.

Mr. GIBBONS. Since we have used only 1 hour and 44 minutes because of quorum calls, I have no authority to agree to that. I wish, however, that the gentleman would confer with his colleagues and see if it is at all possible to do what I have suggested. We are pre-

pared to yield up all our time except 2 hours, which we would use tomorrow. Then, of course, we would expect you to yield all of your time except 2 hours. We could come in at 11 o'clock and finish debate without any undue delay or hardship on the Members.

Mr. AYRES. It would be impossible for me to make that commitment without conferring with Members on this side, and it is impossible to confer with them this evening. I suggest that we continue. I yield back the balance of my time.

The CHAIRMAN. The gentleman has consumed 3 minutes. Does the gentleman from Ohio desire any further time?

Mr. AYRES. Not at this time.

Mr. GIBBONS. Mr. Chairman, I yield 3 minutes to the gentleman from Michigan [Mr. WILLIAM D. FORD].

Mr. WILLIAM D. FORD. Mr. Chairman, it is a privilege to come to the floor today to support the gentleman from Florida [Mr. GIBBONS] in his leadership on this bill. It has been a privilege to work with him this year, and I want to say here that I know of no piece of legislation that has come through the Education and Labor Committee since I have been on it that has had the attention that H.R. 15111, the 1966 amendments to the Economic Opportunity Act, has had.

I know that this legislation presents a great temptation for many people to make political speeches. I have read in the newspapers for a number of months that in November one of the principal issues that we will have to discuss and defend politically, in the opinion of many observers, is this piece of legislation.

This places in front of all of us the temptation to make political speeches, and we have heard our share of them today. However, I would like to ask that we remember the real purpose of this legislation. Please, reflect for a moment on what a cruel hoax we are perpetrating on the people, looking to the Congress for some ray of hope in the war on poverty when we suggest from either side of the aisle that the war on poverty is really a very simple one that could be won if we just did one more thing in exactly the way that some one of us might think it ought to be done.

I would be indeed surprised if anyone were able to design a piece of legislation that could come to a body as diverse as this great House of Representatives and satisfy all of its Members that it was the one infallible way to conduct the war on poverty. I do not expect to see that, nor am I disappointed that it is not in prospect.

I am disappointed, however, that we are wasting time with quibbling over who sent what telegram to whom and who paid for it, when we should be talking about the people that we are trying to reach with the programs under this act.

We are going to be discussing the Job Corps at some stage in this debate which is one of the areas of this program most frequently attacked by the critics of the act in the CONGRESSIONAL RECORD, and by press releases and speeches and state-

ments made publicly and otherwise across the country. I hope when we begin to discuss important part of the poverty war this we will keep in mind the people who are the object of this program and the people we are trying to reach through it.

I would like to call to the attention of the House a profile that was recently done on the average person entering the Job Corps program. Let us take a look at his education. The gentleman from Florida [Mr. GIBBONS] has already alluded to it. We find the average boy or girl who volunteers for this program has a reading score of 4.7 years of school. That gives him less than a fifth-grade reading ability.

These people are all volunteers, I might say. We do not conscript anyone for the Job Corps. These applicants are young people who, themselves, have initiated the action bringing them to a program that they hope will afford them an opportunity to become participating members of society. This person has about 7 years of "some kind" of schooling when he gets to the program.

From a health standpoint; 80 percent of them have never seen a doctor or a dentist, either for an examination or for treatment.

All of them average, when one considers them as a group, 7 pounds underweight for their age or for their age and height combined.

When one looks at their brief backgrounds, one finds that 63 percent of them have no previous record in terms of a police record or trouble with social agencies or treatment by social agencies. This belies the statements which are made, and which have had a terrible frightening effect on many citizens of this country, that the average Job Corpsman is a fugitive from society because he is really a fugitive from justice.

Just 27 percent of the Job Corps enrollees have some record of minor anti-social behavior before they come to the Corps, and 10 percent of these people have what we consider to be a serious conviction for some infraction of society's rules.

What kind of family do they come from? Do they have a family at all?

Forty-five percent of the enrollees in the Job Corps come from broken homes. Sixty-five percent of them come from families where the head of the household is unemployed. Fifty percent of these boys and girls come from families that are on relief.

This is what my colleague, the gentleman from New York [Mr. CAREY], was alluding to a little while ago when he asked that we quit quibbling about the \$1.75 billion we are talking about in this bill in comparison to \$4.2 billion in welfare programs that the Members on both sides of the aisle vote for with such alacrity. Recognize that 50 percent of the people we are handling in this one program alone come out of homes where their idea of the way to live is to live from one relief check to the other.

We are offering boys who have enough foresight to look for a better life for

themselves an opportunity for that better life through the Job Corps.

Ninety percent of the boys and girls who are entering the Job Corps have never been employed in any kind of steady employment or part-time employment before they entered the Job Corps. They have absolutely no conception of what it is like to work for a dollar and to have the satisfaction of spending a dollar that was earned by their own ability or effort.

Those who were working present even a more frightening figure. Of the 10 percent who did have some kind of employment before they came to the Job Corps the average wage they were capable of earning was 80 cents per hour.

Recent studies of followup on boys who have completed Job Corps training indicate that they are averaging \$1.68 an hour when they leave the Job Corps; that is, within a very short period thereafter.

It is not too difficult to see rather quickly what a contribution the graduate of the Job Corps is capable of making to society when he starts to earn double what he was earning before he came there, if he was in that lucky 10 percent who had jobs. But the gains to society through the increased earning capacity of all Job Corps graduates more than repays our citizen-taxpayers for the entire cost of the Economic Opportunity Act.

This becomes even more apparent when we examine some of the indicators of progress for those young people through this program; the arrest rate of corpsmen is about one-half the national youth rate. The average wage of placed graduates is \$1.71 per hour. The average graduate gains 1.7 grades in reading ability his first 5 months of training.

Also \$34 million worth of conservation work was accomplished by these young Americans while they were undergoing training—perhaps their first—but thanks to the Corps, certainly not their last opportunity to contribute to the general welfare of their country.

(Mr. WILLIAM D. FORD asked and was given permission to revise and extend his remarks.)

Mr. QUIE. Mr. Chairman, may I inquire how much time remains on each side?

The CHAIRMAN. The gentleman from Florida has 3 hours and 18 minutes remaining, and the gentleman from Minnesota has 2 hours and 50 minutes remaining.

Mr. QUIE. Does the gentleman from Florida wish to yield time?

Mr. GIBBONS. Mr. Chairman, I will yield back sufficient time right now to balance out with the other side.

Mr. CURTIS. Mr. Chairman, I move that the Committee do now rise.

The CHAIRMAN. The question is on the motion offered by the gentleman from Missouri.

The motion was rejected.

Mr. BUCHANAN. Mr. Chairman, I make a point of order that a quorum is not present.

The CHAIRMAN. The Chair will count.

Mr. BUCHANAN. Mr. Chairman, I ask unanimous consent to withdraw my point of order.

The CHAIRMAN. Is there objection to the request of the gentleman from Alabama?

There was no objection.

Mr. QUIE. Mr. Chairman, I yield 15 minutes to the gentleman from Alabama [Mr. BUCHANAN].

Mr. BUCHANAN. Mr. Chairman, the great weakness of our present administration in Washington, says Walter Lippman, is that it depends on the policy of "the thin end of the wedge."¹ Consequently, small experiments grow into major programs, while a little inflation leads to runaway inflation. Similarly, in church-state relationships, the time to resist is when the thin edge of the wedge is applied.

Last year, therefore, I offered an amendment to the poverty amendments in an attempt to clarify what I then believed to be the intent of Congress in this area, and hoping thereby to nip in the bud a questionable practice. The Office of Economic Opportunity had at that point made a few grants to and entered into a few contracts with churches and other religious organizations. Since this seemed in clear violation of the Constitution, I offered an amendment barring such grants and/or contracts in the future. With the defeat of my amendment, the Director of the OEO felt free to proceed in this direction and has done so in a multiplicity of instances. Now the wedge pries wider as the months pass by. I, therefore, shall once again in 1966, call upon the House to pass this needed amendment.

Mr. Chairman, religious liberty is enjoyed in America to an extent unparalleled anywhere else in the world. Yet we seem at present to overlook the historic evidence that our religious liberty is the direct result of the wall that was established between church and state in the last article of the Constitution and the first article of the Bill of Rights.

Professor Leo Pfeffer, chairman of the department of political science, Long Island University, and assistant general counsel for the American Jewish Congress, declared:

The last words of the last article of the Constitution prohibit any religious test (as a qualification of any office or public trust under the United States) and the first words of the first article of the Bill of Rights prohibit "any law respecting an establishment of religion." The significance of this ending and beginning is more than symbolic, it indicates unmistakably that in the minds of the fathers of our Constitution, independence of religion and government was the Alpha and Omega of democracy and freedom.²

The philosophy of separation of church and state was a new and revolutionary idea. Jefferson stated the idea most concisely in his letter to the Danbury Baptist Association in 1802 when he wrote:

Believing with you that religion is a matter which lies solely between man and his God, that he owes account to none other for his faith or his worship, that the legitimate powers of government reach actions only, and not opinions, I contemplate with sovereign reverence that act of the whole American people which declared that their legislature should "make no law respecting an establishment of religion, or prohibiting the free exercise thereof," thus building a wall of separation between church and state.³

"Jefferson's phrase," as Waite has said, "was a shout of triumph after a winning fight against new world remnants of old world ecclesiasticism."⁴

The separation of church and state was a uniquely American contribution to Western civilization. Under this system, religion has achieved in the United States a high estate unequalled anywhere else in the world. The great experiment has been justified by history, and proved the proposition on which it was based—that complete separation of church and state is best for church and best for state, and secures freedom for both.

My concern for governmental propriety is matched, therefore, by my concern for the church, that it might not become a partner to its own diminution to the level of a ward of the State, a pseudo-political lobbying agency or a mere distributor of government largess. For 2,000 years the Christian church, as a part of its high and holy mission among men has carried out great works of benevolence through the voluntary service and giving of Christian people, and without the assistance of the OEO. Caring for widows and orphans, for the lame, the halt and the blind by churches has never before required the receipt by churches of tax funds. Such a practice can well undermine both their strength and their freedom.

Since my church is weakened by whatever extent it has accepted tax funds and could well be compromised by becoming an agency of the secular State, if my efforts here resulted in nothing more than the cessation of grants to and/or contracts with Baptist churches, I would have rendered a service both to my church and to our country.

Pfeffer contends:

The principle of separation and freedom was conceived as a unitary principle . . . separation guarantees freedom, and freedom requires separation. The experiences in other countries indicate clearly that religious freedom is most secure where Church and State are separated and least secure where Church and State are united.⁵

It is a natural conclusion, then, that when the constitutional fathers and the generation that adopted the Constitution formalized the concept of the first amendment, they thereby imposed—and intended to impose—on future generations of Americans in church and state a great moral obligation to preserve this experiment. They knew from their ex-

perience in Europe the regrettable consequences, both practical and spiritual, when the church became dependent upon the Government for its sustenance.

Regrettably, congressional actions that appeared as an occasional intrusion on the principle of separation a generation ago have today attained the proportion of a massive assault. The twin rails of our American experiment, church and state, originally intended to follow parallel, unconflicting, and unhostile pathways, have been put on a sure collision course. An indication of this development is revealed in a statement made on December 9, 1965, by Mr. Sargent Shriver, Director of the Office of Economic Opportunity, to the national convention of the AFL-CIO in San Francisco. He said:

Three or four years ago it was practically impossible for a Federal agency to give direct grants to a religious group. Today we have given hundreds without violating the principle of separation of Church and State.⁶

Mr. Chairman, I ask you, what is the difference in "today" and "3 or 4 years ago"? How can it be constitutional today to give hundreds of grants to religious groups when it was unconstitutional 3 or 4 years ago? How can any direct grant by the Federal Government to religious bodies be constitutional in view of the first amendment and consequent Supreme Court rulings?

For example, I am a Baptist, regularly contributing to the support of my own church through voluntary giving. Yet, if 1 red cent is taxed from me through force of law by my Government and given to a Baptist church, I must vigorously protest that my constitutional rights as an American citizen have been violated by my Government. How much greater the violation in the case of my Jewish neighbor or my Catholic neighbor forced by law to support through his taxes a religious enterprise in violation of his own conscience. By no device or any process, however circuitous or indirect, should he be required to support any function of my church.

Mr. Chairman, it has been observed that the "land where religious liberty and justice have been guaranteed by the separation of church and state is now facing one break after another in the historic wall of separation."⁷

It can be neither ignored nor denied that we are moving away from separation of church and state with contribution of Government funds for church support. I am as much concerned over the direction in which the facts point as I am the facts themselves. They point the wrong way. They point toward a return to a fusion of church and state. Our constant circumvention of the wall of separation of church and state can ultimately bring that wall tumbling down like the walls of Jericho. What began as a trickling stream has become a raging torrent which may 1 day sweep away the

¹ Writings of Thomas Jefferson (Monticello Edition) Vol. XVI, pp. 281-282.

² Waite, Edward F., "Jefferson's 'Wall of Separation' What and Where", 33 Minnesota Law Review, p. 516.

³ Pfeffer, *op. cit.*, p. 604.

⁴ OEO Press Release, December 10, 1965 as recorded Judicial Review, S. 2097, p. 740.

⁵ Archer, Glenn, "The Growing Struggle for Religious Liberty" cited by Lowell, Stanley; *Embattled Wall*, Washington, D.C.: POAU, 1966, p. 41.

¹ Lippmann, Walter "The Thin End of the Wedge", *Newsweek*, February 14, 1966.

² Pfeffer, Leo, *Church, State and Freedom*, Boston: Beacon Press, 1953, p. 114.

wall of separation between church and state erected by the first amendment. An ever increasing stream of tax funds is flowing to religious institutions under the Higher Education Facilities Act of 1963, the Elementary and Secondary Act of 1965, the Defense Education Act, and the Economic Opportunity Act with which we are primarily concerned in this current House debate.

A survey in July 1965, admittedly far from complete, found at least 115 Government programs through which there was possible involvement in church activities or through which there could be church administration of Government programs.⁸

The number of overt violations of the establishment clause of the first amendment by the OEO is legion. Yet, no less an authority on constitutional law than the distinguished Senator SAM J. ERVIN has stated:

History makes it crystal clear that the Founding Fathers drafted and ratified this provision (the First Amendment) not merely to erect a wall of separation between the Church and the State but for the purpose of securing to every man the unencumbered right to worship God according to the dictates of his own conscience. It is also clear that to avoid any encroachment on this right, our Founding Fathers intended to outlaw forever the Congressional appropriations of all funds for the direct or indirect support of any and all religious institutions and their activities.⁹

Observe the evidence as reported in leading secular publications:

EXHIBIT NO. 1

A showpiece of religious cooperation in the poverty aid program was presented in Washington, D.C., March 19 when Mr. Shriver announced Federal grants of \$2.8 million to religious groups for services to migrant workers. These funds are also being granted under the Economic Opportunity Act. The lion's share of the \$1,338,926 went to Michigan Migrant Opportunity, Inc.—Protestant-Catholic. The Arizona Migrant and Indian Ministry—interdenominational—got \$1,231,084.¹⁰

EXHIBIT NO. 2

In Evansville, Ind., the staffs of denominational schools were augmented by personnel reimbursed by the Federal antipoverty program. In Evansville-Vanderberg County 183 persons were to receive employment in the schools during the school year and 62 through the summer. Of these, 138 and 21, respectively, were to work in parochial schools.¹¹

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield?

Mr. BUCHANAN. I yield to the gentleman.

Mr. WILLIAM D. FORD. Did I understand the gentleman to say that we were using poverty funds to employ people to

work in parochial schools? Or does the gentleman mean that a school building normally used for parochial school classes has been used for a poverty program, the employees of which were paid by poverty funds?

Mr. BUCHANAN. In the Evansville Sunday Courier and Press of March 14, 1965, in an article entitled "How We Can Help Up Economic Ladder," the information contained there said that 183 persons were to receive employment in the schools during the school year and 62 persons through the summer. Of these 138, 21 were to work in parochial schools and the personnel were reimbursed by the Federal antipoverty program, according to that article.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield further?

Mr. BUCHANAN. I yield to the gentleman.

Mr. WILLIAM D. FORD. Mr. Chairman, the gentleman in the well has asserted this statistic or rather has quoted this article, I assume, in support of some point that he is apparently urging. I understood that point to be that we were using poverty funds to employ people to work in parochial schools.

I am asking the gentleman point blank, is he making the assertion now that poverty funds have been used to employ people for parochial school programs? Or is he not in fact talking about the poverty programs that for want of a better place to hold them have been held in a building otherwise and at other times used as a parochial school?

Mr. BUCHANAN. In the article from which I quoted, this was a matter of people employed in the schools during the school year and through the summer.

Mr. WILLIAM D. FORD. Perhaps I have not made my question clear.

Does the gentleman believe from reading that article that we are using poverty funds to employ people to work in parochial schools as part of that school's program?

Mr. BUCHANAN. It is my impression that that is the case. I will be glad to to get the article in its entirety and insert it in the RECORD so that the gentleman may read it and then judge for himself.

Mr. BRADEMAS. Mr. Chairman, will the gentleman yield?

Mr. BUCHANAN. I yield to the gentleman.

Mr. BRADEMAS. Mr. Chairman, I was also concerned about the gentleman's statement, and I may say to the gentleman that I recall some months ago this year going down to Mississippi and, in Jackson, visiting a schoolhouse late at night, which was a parochial school, in which building there were being offered adult basic education courses, literacy courses, under a program financed by the Office of Economic Opportunity. This was not during school hours and this was not certainly a part of the parochial school program.

Do I understand that the gentleman would object to the use of a church related school building in such circumstances for such a program?

Mr. BUCHANAN. I would say to the distinguished gentleman that we had a

similar colloquy and the distinguished gentleman from Michigan, also, I think, during the last debate on the poverty program.

If I believed that these grants to which Mr. Shriver referred in saying that 3 or 4 years ago it was practically impossible for a Federal agency to give direct grants to a religious group, and today we have given hundreds of grants without violating the principle of the separation of the church and State, and if I believed that this was simply the use of church buildings for Government programs, this would indeed modify my position.

As to the instance in Indiana, I shall look not only into the article but beyond the article, because I do not wish to make any unjust inferences or accusations here. Certainly there are many people who believe in the rightness of this program. But, as I understand it—and I shall develop it further and give other examples—there are church groups that are connected with the poverty program which are either receiving direct grants or grants through an organization formed by the church as a separate corporation, a buffer corporation, which, in my judgment, has the same relationship to the church as General Motors would have to the stockholders of General Motors or to the board of directors of General Motors.

Mr. BRADEMAS. Would the gentleman then say by analogy that he would be opposed to what I understand are existing programs under the Housing Act which enable church organizations to undertake sponsorship of housing for the elderly? Is the gentleman saying he opposes this kind of program? I know we have many of these in my own State, some in my own district, operated by Protestant church groups. These are church groups that are just as jealous of our constitutional heritage and the separation of church and state as is the gentleman in the well and as am I.

So I suggest to the gentleman that he is discussing very complicated and complex matters. I know the gentleman wants to be fair. I do not wish to press him. Perhaps he is not ready to make a statement, but I do hope that the gentleman will illuminate for the benefit of Members of the Committee the kinds of distinctions he has in mind.

Mr. BUCHANAN. I certainly shall. I thank the gentleman for his question. I shall put into the RECORD a large number of cases which to my mind constitute one of two things happening: the church acting as an agency of the Government or the Government supporting what would normally be a benevolent program of the church, though indirectly. This has gone to some extent in some places.

For example, in the New York poverty program it was reported that Mr. John Lindsay, in complaining about the state of the poverty program when he took over, referred to more than \$10 million in funds which were returned to the OEO, and stated that the reasons for these returns was that some of the money as to the OEO had been marked for church buildings.

⁸ Baptist Joint Committee on Public Affairs in *Judicial Review*, 8, 2097, p. 686.

⁹ *Judicial Review*, 8, 2097, p. 4.

¹⁰ "Poverty War Proposal Revamped," *El Paso Times*, February 18, 1965 and *Church and State*, Vol. 18, No. 5, May, 1965, p. 14.

¹¹ "How We Can Help Up Economic Ladder," *Evansville Sunday Courier and Press*, March 14, 1965.

Sargent Shriver did withdraw this money or demand the rebate of the money saying he was afraid that Congress would raise the religious issue should this program be funded. This points out the danger of churches becoming, as it were, partners of the Government with tax funds involved, and acting indirectly as agencies of the State, or the impropriety of tax funds, however indirectly or circuitously, supporting what would normally be the program of the church.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield at that point?

Mr. BUCHANAN. I yield briefly to the gentleman from Michigan.

Mr. WILLIAM D. FORD. The gentleman happens to be referring to a program with which we on the committee are very familiar. As you well know, the schools in the city of New York, as in other large cities, are terribly overcrowded. As a matter of fact, there are no facilities available to operate Project Headstart for the number of children that should be covered by the program. We have a program in New York, in Harlem, Bedford Stuyvesant, to name two of the areas, where health requirements are met by putting flush toilets in to accommodate small children that are in a room that does, in fact, belong to a church but is leased from the church to the New York poverty agency for the purpose of conducting Project Headstart. Does the gentleman object to that as in some way infringing upon the very sacred separation of church and state?

Mr. BUCHANAN. My amendment is to do one thing, to bar grants to churches and other religious organizations. From what the two gentlemen have said, I must come to the conclusion that there is basis for their support of my amendment, for this amendment deals with grants to or contracts with churches and other religious organizations.

Mr. WILLIAM D. FORD. If the gentleman will yield further, I would like to say I support clearly his prohibition against a grant to a church, in the sense he has been using the word "grant" here today, but I must caution him that the situation I have just mentioned constitutes a contract between the poverty agency of New York and some group leasing a part of a church building from the church when it is not being used for religious purposes.

Mr. BUCHANAN. If this were the extent of these arrangements, I would say to the gentleman I would greatly modify my position and probably would not be offering my amendment. I would urge the gentleman and other Members of this Committee to take the time at least to scan my remarks in the RECORD, because I have compiled this over a period of time with some care from various records, and I would urge them to look at the various cases, and consider the testimony by Sargent Shriver himself concerning grants to various churches.

I would also call to the attention of the committee that in various recent decisions of the courts this has been made crystal clear, that the State must do nothing to benefit not only one church,

but any or all churches. In a series of recent decisions, the court has, as it were, tightened up the interpretations of the first amendment.

I believe the committee will do well to consider these recent court decisions, which make very clear that if and when there has been tax support for any church institution, there is grave doubt as to its constitutionality.

I will reaffirm that it is best for state and best for church for each to serve, and each to greatly serve, in its own place, fully but separately, that both might remain fully free.

EXHIBIT NO. 3

The staff of Nazareth College, Rochester, N.Y., a sectarian institution, was able to expand its staff with Federal antipov-erty funds. A grant of \$4,140 provided salaries for student jobs ranging from clerk to typist to dormitory and library assistant.¹²

EXHIBIT NO. 4

In Pittsburgh vacation programs of parish schools were to be financed with antipov-erty funds. About 1,000 pre-school children were to be recruited and receive training, half in parochial schools and half in public schools. The program was to cost \$200,000.¹³

EXHIBIT NO. 5

In Baton Rouge, La., the antipov-erty program is in the hands of one specific denomination as is also the case in Lake Charles.¹⁴

EXHIBIT NO. 6

One church has prepared an exhaustive study entitled "The War on Poverty." This handbook turns out to be a careful exploration of the ways church agencies can participate in the antipov-erty program. Many of the programs would seem to benefit the church agency as much as, or more than the poverty stricken.¹⁵

EXHIBIT NO. 7

Antipov-erty programs are being used to divert Federal funds to the support of parochial schools.

William Steif of Scripps Howard reports that in Pittsburgh, \$207,000 in Federal funds have been allocated to five parochial schools; in Detroit, \$191,572 to seven parochial schools; and in New Haven, Conn., \$29,810 will be paid to one such school. The constitutional ban is supposedly avoided with the argument that the money does not go to the school but only for the benefit of the children in it.¹⁶

EXHIBIT NO. 8

In Chicago, where the competition for the economic opportunity dollar has been prolonged and bitter, some of the Headstart projects were the Woodlawn Community Minister's Association—Presbyterian, Lutheran, Baptist—Temple Mizpah, the YMCA, the Chicago affiliate of

the Southern Christian Leadership Conference, and the Roman Catholic Archdiocese. The total budget for Chicago is \$3,711,910.¹⁷ The flow of Federal funds into sectarian agencies in such programs is unprecedented, Mr. Chairman, and would seem to constitute a fundamentally new church-state posture.

EXHIBIT NO. 9

According to R. Sargent Shriver, Director of the Office of Economic Opportunity, millions of dollars have been granted to Catholic and Protestant church groups throughout the United States for antipov-erty projects. Shriver announced that these grants are being allocated because these churches are participating vigorously in the Nation's war on poverty. The largest single grant was \$7,500,000 which was allocated to the Roman Catholic Diocese of Natchez-Jackson, Miss., for a program intended to benefit 100,000 people.¹⁸

EXHIBIT NO. 10

William C. Selover, staff correspondent of the Christian Science Monitor reports in an article, entitled "Federal Funds Test Church-State Boundary," as follows:

U.S. Taxes made available to private, church-related groups some 5½ billion government dollars this year to operate various parts of more than 60 federal programs. These are mainly in the areas of education, health, housing, and antipov-erty. . . . Hundreds of programs in the "war on Poverty" are being administered by church groups. The constitutionality of these programs is in for "some question," admits the general counsel of the Office of Economic Opportunity.

The Christian Science Monitor has learned that in Chicago public funds are being used by local anti-poverty groups to prevent foreclosure by mortgage companies on financially defunct church properties.¹⁹

EXHIBIT NO. 11

It was reported on April 1, 1966, that the U.S. Government, after announcing its entry into a Kansas City lawsuit challenging the constitutionality of spending public funds for antipov-erty programs which are run by religious groups now has quietly shifted the entire Headstart program there to public auspices.

This move renders the issues moot, and the suit has been voluntarily dismissed by the plaintiffs.

The suit, *Allendoerfer, et. al. v. Human Resources Corp., et. al.*, had been filed in June last year by 18 taxpayers. It challenged the Project Head Start Program in Kansas City, which was conducted in three parochial schools as well as in six public schools and was financed by the Federal Government . . . Shortly after the case was filed the U.S.A. moved to appear as amicus curiae. Request to enter the suit was made by attorneys for the OEO in Washington, D.C.

When the Head Start program was shifted to public auspices, Attorney Walter A. Raymond of Kansas City, acting on behalf of the plaintiffs, dismissed the action.²⁰

¹² *Democrat and Chronicle*, Rochester, N.Y.: March 4, 1965.

¹³ "Needy to Get Headstart in School," *Pittsburgh Post-Gazette*, March 20, 1965.

¹⁴ *Baton Rouge State Times*, March 8, 1965.

¹⁵ *Church and State*, Vol. 18, No. 1, January, 1965.

¹⁶ "A Pattern? Parochial Schools Aided Under Poverty Program," *Washington Daily News*, December 21, 1964.

¹⁷ "Daily Sets Pre-School Openings," *Chicago Sun Times*, March 2, 1965.

¹⁸ "Shriver Cites Churches' Role in War on Poverty," *Religious News Service*, September 28, 1965, p. 4.

¹⁹ *Christian Science Monitor*, April 27, 1966, pp. 1, 15.

²⁰ *Church and State*, Vol. 19, No. 5, May 1966, p. 14.

If there were no violation of the Constitution why was the program "quietly" transferred to public schools? If public schools were available, why were they not used initially? Was the OEO unsure of the legality of its grants?

EXHIBIT NO. 12

In the article dealing with Project Headstart, the New York Times has written the following:

But while these technical pitfalls can be avoided, a much more serious issue beclouds an essentially sound venture. As New York's program—the largest in the Nation—clearly indicates, the principle of separation of Church and State has been ignored. The list of direct Federal grants includes, among the 59 separate recipient agencies, a large variety of church-related organizations. For example, the Education department of New York and Brooklyn Roman Catholic Diocese together will get over \$440,000, an amount exceeded only by the \$2.6 million going to the city's Board of Education. The New York City Society of the Methodist Church is listed with \$75,342, and many other churches will receive Federal grants.

The special conditions set down for Project Head Start require that "there shall be no religious instruction, proselytization or worship in connection with any program supported in whole or in part by this grant. But it is surely naive and unrealistic to expect that the sectarian religious orientation, of which religious schools are justly proud, can be purged from their Head Start operation. In fact, the guidelines admit the impossibility of proper separation by requiring that facilities "shall, to the maximum feasible extent, be devoid of sectarian or religious symbols, decoration, or other sectarian identification." Who is to judge the "extent" to which sectarian symbols are compatible with Federal support?²¹

Mr. Chairman, how can you render a church religiously sterile? Its architecture, its name, its furnishings reflect its nature. When the participants in these Federal projects attend these agency churches, how are they to decide whether theirs is a governmental project administered by the church or a church project paid for by the Government? Are we to believe that their curiosity will be satisfied by telling them that neither the former nor the latter is the case? The statement of Justice Douglas that "an institution is strengthened in proselytizing when it is strengthened in any department by contributions from other than its own members"²² is most germane here. Federal programs shrouded in the garb of the church will be interpreted by the masses as church programs per se and, as a result, the government is a partner in establishment which the first amendment specifically forbids.

EXHIBIT NO. 13

The Washington Post, in an editorial titled "Shaky Start" declared:

The church-state problem is not obviated by the stipulation in the anti-poverty programs that projects using church facilities must be open to persons of all faiths, that religious instruction may not be given, and that religious symbols must be covered up. Churches are commonly open to persons of all faiths, that is . . . how they proselyte. And no amount of covering up religious symbols can avoid making the religious institu-

tion itself seem the source of benefactions financed out of public funds. For all the good intentions and good will entailed, we believe *there is more danger than welfare in this partnership between church and state.*²³

EXHIBIT NO. 14

Mayor Lindsay, of New York, is reported to have said that he had inherited "one of the worst" antipoverty apparatuses in the country and that the Federal Government had defaulted on anti-poverty money promised to the city. The mayor made his charges in explaining why the city had to return \$10.3 million to the Government. The "default" of which he spoke concerned money that the OEO had promised to give to rebuild buildings for suitable use as centers for the Headstart programs. As indicated in the earlier colloquy, Mr. Lindsay said that one factor in the Government's failure to provide funds was that some of the money asked of the OEO had been earmarked for church buildings. He said that Sargent Shriver "had called to tell him his agency was 'afraid' of Congress because of the religious issue and could not fund the program as submitted."²⁴

EXHIBIT NO. 15

Mr. Chairman, in illustration of the extent of such activities, I include herewith the OEO record of some of the grants made directly to religious and sectarian bodies. And these are only those that use their official church title. Who knows how many more there may be using titles that do not convey sectarian affiliation?²⁵

It should also be noted that this exhibit contains only the Protestant and Jewish churches and church-related institutions. Unless otherwise indicated, the programs are CAP-Conduct and Administration, an overall term used by OEO.

Status of OEO programs as of June 30, 1966

ALABAMA		
Bullock County: Union Springs, First Baptist Church, Headstart, summer 1965, 240 children, May 14, 1965-----		\$38,950
First Baptist Church, Headstart, summer 1966, 378 children, 17 classes, May 31, 1966-----		64,418
Jefferson County: Birmingham, First Unitarian Church, Headstart, summer 1965, 87 children, June 10, 1965-----		16,315
Perry County: Marion, Berean Baptist Church, Headstart, summer 1966, 120 children, May 31, 1966, 8 classes-----		25,791
ARIZONA		
Arizona Council of Churches: Migrant and Indian Ministry, health and education projects for migrant children, Counties of Maricopa, Navajo, Pima, Pinal, Yuma, CAP, migrant worker grant section 311, June 3, 1966--		632,316
Arizona Council of Churches; migrant opportunity programs:		
Training -----		246,315
Improvement program and counseling -----		77,290

²³ "Shaky Start", *Washington Post*, August 18, 1965.

²⁴ *Press Summary*, American Enterprise Institute, August 1, 1966.

²⁵ OEO, "Status of Programs as of June 30, 1966".

Status of OEO programs as of June 30, 1966—Continued

CAP-demonstration grant, Counties of Maricopa, Pima, Pinal, Yuma, June 22, 1966-----	(1)
ARKANSAS	
Clark County: Arkadelphia, Ouachita Baptist College, Project Upward Bound, Apr. 7, 1966----	\$51,395
CONNECTICUT	
Middlesex County: Middletown, Wesleyan University, Project Upward Bound, Apr. 7, 1966-----	102,889
FLORIDA	
Pinellas County: St. Petersburg, Fla., Presbyterian College, Project Upward Bound, Apr. 15, 1966--	169,551
GEORGIA	
Bibb County: Macon, Mercer University (Baptist), Project Upward Bound, Apr. 15, 1966-----	119,232
Dekalb County: Atlanta, Emory University (Methodist), Project Upward Bound, Apr. 7, 1966----	75,681
Free for All Missionary Baptist Church, Headstart, summer, 1965, 226 children, May 15, 1965--	26,486
ILLINOIS	
Cook County: Chicago, Lutheran Camp for Retarded-----	14,789
American Friends Service Committee, Inc., Districts 1 through 13, Vista Volunteers, urban, 5 requested, 6 in service-----	20,100
INDIANA	
Richmond County: Wayne, Earlham College (Friends), Apr. 15, 1966 -----	87,793
IOWA	
Decatur County: Lamoni, Graceland College (Latter Day Saints), Project Upward Bound, Apr. 8, 1966-----	78,111
Winneshuh County: Decorah, Luther College (Lutheran), Project Upward Bound, April 7, 1966--	127,332
KANSAS	
Montgomery County: Independence, First Methodist Church of Independence, Headstart, 60 children, 4 classes, June 7, 1966--	15,569
LOUISIANA	
Caddo County: St. Paul C.M.E. Church, Headstart, 30 children, May 24, 1965-----	5,023
Shreveport: The Williams Memorial C.M.E. Temple, Headstart, 54 children, June 15, 1965-----	9,791
Caddo County: Shreveport, Hollywood Heights Presbyterian Day Care Center, Headstart, 49 children, June 15, 1965-----	6,576
St. Joseph Baptist Church: Headstart, 51 children, June 9, 1965--	9,848
MARYLAND	
Baltimore: First Baptist Church, child care program, CAP-demonstration, Grant, Aug. 30, 1965--	83,900
Baltimore: Douglas Memorial Community Church, Headstart, 60 children, May 24, 1965-----	7,488
St. James Episcopal Church: Headstart, 75 children, June 1, 1965 -----	11,705
Knox Presbyterian Church Community Center: Headstart, 90 children, June 10, 1965-----	14,496
MICHIGAN	
Wayne County: Detroit, Protestant Community Services, preparatory school, voter education, and community development, Vista volunteers, 11 requested, 11 active-----	36,850

¹ No figure given.

²¹ *New York Times*, May 24, 1965.

²² *Judicial Review*, S. 2097, p. 148.

Status of OEO programs as of June 30,
1966—Continued

MINNESOTA

Ramsey County: St. Paul, Jewish Vocational Service, Neighborhood Youth Corps, 220 participants, Feb. 16, 1966----- \$211, 835

MISSISSIPPI

Winston County: Louisville, Wesley Methodist Church, Headstart, full year program, Mar. 8, 1966----- 155, 498

Wesley Methodist Church: Headstart, 127 children, May 15, 1965----- 21, 266

MISSOURI

St. Louis: United Church of Christ Neighborhood Houses, supplement existing staff of three settle houses, VISTA Volunteer—Urban—6 requested, 5 in service----- 16, 750

NEW MEXICO

New Mexico Council of Churches (statewide), CAP—Migrant Workers Grant, sec. 311, June 25 1965----- 1, 360, 313

NEW YORK

Elire County: Williamsville, Methodist Home for Children, Headstart, 30 children, May 15, 1965----- 5, 280

Beth Israel Medical Center, develop model medical service program, CAP—demonstration grant, Dec. 21, 1965----- 661, 151

NORTH CAROLINA

North Carolina Council of Churches; Health, education, and housing programs for migrants (statewide), CAP—migrant workers grant, sec. 311, Mar. 19, 1965----- 270, 444

Day care program, migrant families, same grant, April 12, 1966----- 190, 864

Guilford County: Greensboro, Grace Lutheran Day School, Headstart, 30 children, June 10, 1965----- 4, 445

OHIO

Council of Churches of Christ in Greater Cleveland, Neighborhood Youth Corps, 116 participants, June 30, 1965----- 51, 180

Hancock County Council of Churches day care program, migrant children----- 16, 714

OREGON

Multnomah County: Portland, Stone Church, Inc., DBA, Christian preschools, Headstart, 46 children, June 10, 1965----- 12, 156

PENNSYLVANIA

Bucks County: Friends Service Association for the Delaware Valley, Inc., Neighborhood Youth Corps, 40 participants, June 11, 1965----- 26, 260

Friends Social Order Committee Work Corps, counseling in self-help, housing, health, employment, and municipal service, VISTA volunteers, urban, 4 requested, 4 in service----- 13, 400

SOUTH CAROLINA

Alken County: Second Baptist Church, Mount Canaan Baptist Association, Headstart, 100 children, June 10, 1965----- 16, 207

TENNESSEE

Anderson County: Oak Ridge, Council of Church Women, Headstart, 105 children, May 10, 1965----- 18, 142

TEXAS

Harris County: Houston, Protestant charities, Headstart, 70 children, May 13, 1965----- 11, 038

Status of OEO programs as of June 30,
1966—Continued

VIRGINIA

City of Danville: The Society of Christ Our King, Inc., Headstart, 54 children, June 15, 1965----- \$5, 602

Arlington County, Macedonie Baptist Church, recreation and remedial education, CAP—demonstration grant, July 6, 1965----- 10, 150

Chesterfield County, First Baptist Church, Headstart, 205 children, June 15, 1965----- 20, 193

Chesterfield County, Midlothian, First Baptist Church, Headstart, 196 children, May 31, 1966----- 38, 807

Total ----- 5, 313, 695

It should be noted further that the above list does not take into consideration many religious groups which receive tax money via the designation of a delegate agency which may receive its Federal money from a public umbrella agency.

Such circumstance is confirmed by testimony before the Subcommittee on Constitutional Rights of the Committee on the Judiciary, U.S. Senate, on S. 2097. Listen:

Mr. ROBERT S. JONES.²⁶ Could I just add to the example of Harvard acting as a buffer and then passing the money on to the divinity school, as they had originally intended, is the kind of operation that we find in the O.E.O., especially in the Community Action Program.

Where the money is disbursed to a quasi-public agency broadly representative of the community, a community action agency. And then this agency in turn dispenses the money in some cases to a church-related institution, a church school, to carry on a remedial program or some other program.

So that the O.E.O. does not give money directly to a church institution, but uses a buffer entity, a public or a quasi-public agency as the recipient of the funds. And I think some of us feel that this is a kind of subterfuge.²⁷

Dr. JAMES LUTHER ADAMS.²⁸ It has just recently come to my attention . . . that local committees are formed which determine the disbursement of OEO funds (in Mississippi). The funds are being dispensed only through people who take a moderate position with regard to desegregation, people who are known to have—especially Negroes—who have been known to have taken a stand, they are not receiving money. Now the curious thing is that also, according to this man's interpretation, the striking thing about it is that the people who are serving on some of these committees in Mississippi that have been set up by the Government, these people are clerics, both Protestant and Roman Catholic. Thus you have a double problem. You have the problem that Mr. Jones is speaking about, the buffer organizations, but secondly also, the opinions spreading around in certain sections of Mississippi that these buffer organizations are also being manned by people who are ecclesiastical officials.²⁹

Mr. DONALD M. BAKER (general counsel, Office of Economic Opportunity). Private non-profit organizations are heavily involved in these programs. * * * Our typical grantee, a community action agency, or as

²⁶ Mr. Jones is Director, Washington Office, Dept. of Social Responsibility, Unitarian-Universalist Assn. of Churches and Fellowships in North America.

²⁷ Judicial Review, S. 2097, pp. 172-173.

²⁸ Dr. Adams is Professor of Christian Ethics, Harvard University Divinity School.

²⁹ Judicial Review, S. 2097, pp. 172-173.

we sometimes refer to it, an "umbrella agency" is a group of persons broadly representative of the community, including the representatives of the public bodies, the Mayor, the city council, school board, and similar organizations, private groups, including business labor, churches, and the philanthropic agencies, and lastly, the representatives of the area to be served, or as it is sometimes shortened to, the "poor" themselves. Such an agency * * * may be a private non-profit corporation itself. Such a community action agency will occasionally operate programs directly. Generally, however, they will pick one or more, frequently a great number of that we call delegate agencies, to run specific programs. They enter into contract with the delegate agency to provide a specific service to the poor. * * * Such a delegate agency may be a school board, a planned parenthood organization, the YMCA, the settlement house, the welfare board, or a church-related organizations.³⁰

Please note, however, that the general counsel of the OEO himself has questioned the constitutionality of Federal grants to churches. When asked if he felt that constitutional propriety of these grants was questionable, Mr. Baker replied:

I would prefer to say, and in fact I do believe, that the grants that we have made, and certainly every grant that I personally have reviewed, could be defended, and that a defense would be successful before the U.S. Supreme Court. I would say, in fairness, that there are many others, these are legal scholars far more learned and of greater reputation than me certainly, who would differ with me on any one of these grants. And therefore, I have to admit there is some question in the legal community.³¹

During that same testimony before the subcommittee Mr. Baker stated:

Approximately 6 percent of the component programs are run by a church or a church-related institution. As I indicated earlier, in the Head Start Program . . . something less than 10% of them were involved, church related institutions.³²

Regarding possible violation of the guidelines as laid down by OEO to prohibit any violation of the first amendment by sectarian groups, Mr. Baker testified:

Human nature being what it is, I would venture to say that somewhere in this country today somebody is doing something we would prefer they didn't do.³³

In a one-hour television special presented by CBS on Sunday, March 27, 1966 entitled: "The Church and Poverty" commentator Stuart Novins reported that 10 percent of all poverty program projects are now in the hands of church or church-related groups.³⁴

This trend has been brought about, first, because of the theory that Federal funds presently being given to churches, and church-related agencies are used separate and apart from their sectarian budgets for secular, nonsectarian activities, and second, by the child-benefit theory which proposed the idea that the money given to churches and church-related institutions is for the welfare of the child rather than the support of the

³⁰ Ibid., pp. 125-126.

³¹ Ibid., p. 136.

³² Ibid., p. 141.

³³ Ibid., p. 144.

³⁴ Ibid., p. 247.

institution. I maintain that these are merely circuitous semantics which by no means satisfy the prohibitions set forth in the first amendment.

The Supreme Court has ruled judicially that the first amendment prohibits either the Federal Government or the State government from assisting institutions which blend religious and secular instruction. This being true, the OEO has based the constitutionality of its grants to sectarian groups upon the theory that Congress can separate what it calls the non-religious, irreligious, or unreligious activities of a religious institution from its religious activities and finance the former but not the latter. This is exactly what the Supreme Court has said cannot be done. The constitutionality rests solely upon whether the grant is made to a church or a church-related body, period.

Justice Douglas, in the case of Abington School District against Schempp, stated:

The establishment clause is not limited to precluding the state itself from conducting religious exercises. It also forbids the state to employ its facilities or funds in a way that gives any church, or all churches, greater strength in our society than it would have by relying on its members alone.³⁵

The child-benefit theory was exploded just last month in a ruling by the New York State Supreme Court in voiding a law requiring public schools to lend textbooks to nonpublic school pupils. The Court ruled that financial help to a pupil is, in fact, the same as financial help to the school. The *Christian Science Monitor*, in an editorial entitled "A Right Decision," which follows, approved the Court's decision:

The New York State Supreme Court has placed a bold and strong finger in one of the worst leaks threatening the dike of separation of church and state in America. Its voiding of a law requiring public schools to lend textbooks to non-public (primarily parochial) school pupils is an important step toward halting—and, hopefully, reversing—a trend which has seen a greater and greater willingness to disregard separation of church and state where public monies are concerned.

It is thought likely that New York State will appeal the decision to the United States Supreme Court in order to get a final and definitive ruling. We trust that the nation's highest court will find that the New York law is an obvious violation of the First Amendment.

We believe that the New York State Supreme Court's ruling is right and helpful for a number of reasons:

It will foster, rather than weaken, religious harmony by helping resolve the friction-causing demand that public funds go to support religious schools.

It will remind elected officials of their duty to put constitutional obligations before vote-winning compromises.

It will encourage steps to eliminate other recent moves—on the federal, state and local levels—which have diverted public funds to help church-related schools and colleges.

Both New York State in this particular instance, and the federal government in connection with many recent and similar moves were warned that their actions were in violation of the First Amendment. In both Albany and Washington, however, political

pressure to provide public assistance to non-public schools was so great that the warnings were unheeded. The result, if it is upheld by the Supreme Court in Washington, is an embarrassing setback for Gov. Nelson Rockefeller and the State Legislature, both of whom supported the textbook bill.

One of the most important parts of the New York Court's decision was its ruling that financial help to a pupil is, in fact, the same as financial help to the school. This ruling, if upheld, pricks one of the most widely used arguments on behalf of devoting public funds to nonpublic schools. It could therefore, have extremely wide repercussions in many corners of the country. While painful, such repercussions could, nonetheless, help strengthen and restore the traditionally and constitutionally founded separation between church and state.³⁶

Such arguments as the child benefit theory and the separate budget system remind me of a story about President Lincoln. Once he is reported to have asked, "If you call a horse's tail a leg, how many legs would the horse have?"

"Five legs," replied his friend.

"No," said Lincoln, "The horse would have only four legs. Calling a tail a leg does not make it one."

Too long, now, we have sought to justify assistance to sectarian bodies by the device of calling it something else. We have called it "justice to little children," "health and welfare," "poverty relief," "national defense" and "overcoming illiteracy."

What is actually being given, however, is Federal aid for the support of religious establishment which is expressly forbidden by the first amendment.

In reaching the approximately 50 decisions handed down by the Supreme Court relating to the establishment and free exercise clauses of the first amendment, and more particularly in the five or six most recent and significant cases, the Court has agreed to this conclusion: Neither a State nor the Federal Government may pass laws nor levy taxes which support religious activities either directly or indirectly.

In 1852 in *Reynolds* against United States, Francis Lieber was cited as an authority on the lawful relations of church and state. Lieber had said:

It belongs to American liberty to separate entirely that institution which has for its object the support and diffusion of religion, from political government.³⁷

The Supreme Court first stated judicially in 1878 that the first amendment was intended to erect "a wall of separation between church and state." Concurring, Chief Justice Waite quoted Jefferson's Danbury letter and added:

Coming as this does from an acknowledged leader of the advocates of the measure, it may be accepted as almost an authoritative declaration of the scope and effect of the amendment.³⁸

Justice Rutledge, speaking for the Court in 1947 in the *Everson* against Board of Education case, said:

³⁵ "A Right Decision," *Christian Science Monitor*, August 24, 1966.

³⁷ *Studies in Church-State Relations—The American Way*, Washington: POAU, 1963, p. 20.

³⁸ *Reynolds v. U.S.*, 98 U.S., p. 145.

The reasons underlying the amendments policy have not vanished with time or diminished in force . . . Public money devoted to payment of religious costs, educational or other, brings the quest for more. It brings, too, the struggle of sect against sect for the larger share or for any. Here one by numbers alone will benefit most, there another. That is precisely the history of societies which have had an established religion and dissident groups. It is the very thing Jefferson and Madison experienced and sought to guard against . . . The dominating groups will achieve the dominating benefit; or all will embroil the state in their dissensions.³⁹

It was the decision of the Court that:

The establishment of religion clause of the first amendment means at least this: Neither a state nor the Federal Government can set up a church. Neither can pass laws which aid one religion, aid all religions, or prefer one religion over another . . . No tax in any amount, large or small, can be levied to support any religious activities or institutions, whatever they may be called or whatever form they may adopt to teach or practice religion. Neither a State nor the Federal Government can, openly or secretly, participate in the affairs of any religious organizations or groups and vice versa.⁴⁰

One year later in the *McCollum* against Board of Education case, Justice Frankfurter, concurring, said:

Separation means separation, not something else. Jefferson's metaphor in describing the relation between church and state speaks of a "wall of separation" not a fine line easily overstepped.⁴¹

In 1962, Justice Douglas, concurring in the Court's ruling in the case of *Engel* against *Vitale*, quoted Justice Rutledge whom he singled out as the author of a "durable first amendment philosophy":

There cannot be freedom of religion, safeguarded by the State, and intervention by the church or its agencies in the state's domain or dependency on its largesse. The great condition of religious liberty is that it be maintained free from sustenance as also from other interference, by the state. For when it comes to rest upon that secular foundation it vanishes with the resting . . . Public money devoted to payment of religious costs, educational or other, brings the quest for more.⁴²

The year 1963 brought the ruling of the Supreme Court in *Abington School District* case. Justice Douglas, concurring in the decision handed down on June 17 of that year declared:

The most effective way to establish any institution is to finance it, and this truth is reflected in the appeals by church groups for public funds to finance their religious schools. Financing a church either in its strictly religious activities or in its other activities is equally unconstitutional, as I understand the establishment clause. Budgets for one activity may be technically separable from budgets for others. But the institution is an inseparable whole, a living organism, which is strengthened in any department by contributions from other than its own members.

Such contributions may not be made by the State even in a minor degree without violating the establishment clause. It is

³⁹ *Everson v. Board of Education*, 330 U.S., p. 1.

⁴⁰ *Ibid.*, pp. 1, 15-16.

⁴¹ *McCollum v. Board of Education*, 333 U.S., pp. 203, 231.

⁴² *Engle v. Vitale*, 370 U.S., pp. 421-23.

³⁵ *Abington School District v. Schempp*, 374 U.S., pp. 3-5.

not the amount of public funds expended, . . . it is the use to which public funds are put that is controlling. For the first amendment does not say that some forms of establishment are allowed, it says that "no law representing an establishment of religion" shall be made. What may not be done directly may not be done indirectly lest the establishment clause become a mockery.⁴³

Mr. Chairman, the principle is clear and undisputed that formal interrelation of church and state institutions is prohibited by the letter and spirit of these provisions. Once established, the principle should be preserved intact against indirect as well as direct abridgement. To support the doctrine of separation is not to advocate irreligion but to maintain institutionally a separation of functions the fusion of which has invariably destroyed the usefulness of both institutions according to democratic standards.

Let this Congress know full well lest anyone misunderstand that it is not easy to seal the wall between church and state once it has been pierced in the name of public welfare.

Evidently, those proponents of administration of Federal funds by religious institutions either attempt to rewrite the first amendment or to rewrite history. These same proponents have argued that the establishment clause of the first amendment only prohibits aid to a single church, or one or two established churches, but that it does not prohibit aid to all churches.

The rulings of the Supreme Court, as I have pointed out, contradict such a position. The opinions of Supreme Court Justices run conversely to any attempt to rewrite the first amendment and history.

Justice Robert H. Jackson in handing down his opinion in the 1947 *Everson* case said:

It (the first amendment) was set forth in absolute terms, and its strength is its rigidity. It was intended not only to keep the State's hands out of religion, but to keep religion's hands off the state and, above all, to keep bitter religious controversy out of public life by denying to every denomination any advantages from getting control of public policy of the public purse.⁴⁴

Justice Clark in the *Schempp* case said:

Any effort to raise this again is mere academic exercise . . . If there is anything settled in constitutional law today, I believe it is the principle that the first amendment forbids aid to all religions, no less than it forbids aid to a particular religion.⁴⁵

In 1803, Chief Justice Marshall declared:

It is a proposition too plain to be contested, that the Constitution controls any legislative act repugnant to it, or that the legislature may alter the Constitution by any ordinary act. Between these alternatives there is no middle ground. The Constitution is either a superior paramount law, unchangeable by ordinary means, or it is on a level with ordinary legislative acts, and like other acts, it is alterable when the legislature shall please to alter it.⁴⁶

Mr. Chairman, is it possible that anyone here today would accuse me of naivete when I say I believe the Constitution to be a superior, paramount law. The first amendment prohibits any establishment that would blend religion and government. Jefferson called the first amendment the separation of church and state; Madison called it separation of religion and government. It was enacted to make absolutely sure the two would never be blended. History records that when those two are blended, then religious freedom is lost. To violate the establishment clause is to violate the free exercise clause. In the words of Francisco Ruffini:

Religious liberty and separation have become in America two terms which, ideally, historically, and practically are inseparable.⁴⁷

Any fusion of the separate and distinct roles of church and state will be a detriment, both to our civil rights and our religious liberty. If this were not the case the first amendment would be an anachronism and should be repealed. Since the "mills of the gods grind slowly" we cannot see the tragic consequences of church and state fusion immediately. Yet we ought learn from the textbook of history. It took centuries for constantinianism to show its faults and more centuries to reverse them.

Dean M. Kelly, director of the Commission on Religious Liberty, National Council of Churches, had timely advice for us when he said last year:

My contention is that it suggests caution in accepting the self-appointed role of the leader of cooperating religious groups as surrogates for government in the saving of the poor. What makes "politicians" what they are, for better or worse—is acting as brokers of civil power, and when churches undertake that activity, they become thereby the same thing as those they replace. Men and institutions are shaped not so much by what they are as by what they do, what they live on and by, what function they perform in life's transactions.⁴⁸

Any church which performs governmental functions is to that extent a government agency, whatever it may call itself, and to that extent unfits itself to be a church, which has as a church its own unique and indispensable service to perform for society, as important as that of a government. If the present trend in the war on poverty continues the church may in this area become to all practical purposes, a division of the State drawing more and more funds from the State, and, in turn, injecting itself increasingly into the affairs of the State, producing, as it were, a new kind of clericalism.

This is no time for Congress to stick the tongue of propriety in the cheek of discretion. It is a crucial time in which we must speak bluntly, reaffirming our faith in the Constitution. We swore to "preserve, honor, and defend" the Constitution of the United States. The cost of its inception and the price of its protection have been far too great to under-

mine it now by well-intended, charitable, yet unconstitutional programs.

Consequently, Mr. Chairman, I once again urge adoption of my amendment barring the Director of the Office of Economic Opportunity from making any grant to or contract with any church or religious organization.

Once we have sacrificed the principles of the first amendment for any cause the liberties extended in the Constitution become threatened. In this area, the Constitution clearly says what it means and, in turn, means what it says. The wisdom of the basic law of our land is reflected thereby, learned from the lessons of history.

The "wall of separation" has served well both church and state. It has protected well the citadel of freedom. Let the watchmen, therefore, now awake who sleep upon that crumbling wall. Let the workmen turn to restore its strength again. Let church and state serve separately that each may freely serve, and the people of America be guaranteed the fullness of their heritage. Through a return to the way of the Constitution, let us here vouchsafe for Americans of every persuasion a free church in a free state.

Stanley Lowell, writing of religious liberty, said:

The religious establishment will be no more palatable in its welfare garb than in the garb of inquisition. The reason: We have known something better. We have had it and enjoyed it for a century and a half. It must be preserved for generations as yet unborn as the finest portion of our heritage.⁴⁹

(Mr. BUCHANAN asked and was given permission to revise and extend his remarks.)

[Mr. GOODELL addressed the Committee. His remarks will appear hereafter in the Appendix.]

Mr. GIBBONS. Mr. Chairman, I yield myself 1 minute for the purpose of inquiring whether or not we can reach an agreement on time.

Mr. Chairman, I ask the gentleman from Minnesota [Mr. QUIE] if we can reach agreement to yield back the remainder of our time on each side, until we have the total sum of 2 hours remaining on each side for tomorrow's debate, and then if we could further agree to come in at 11 o'clock tomorrow.

Mr. Chairman, I ask Mr. QUIE if we can do that.

Mr. QUIE. Mr. Chairman, will the gentleman yield?

Mr. GIBBONS. I will be glad to yield to the gentleman from Minnesota.

Mr. QUIE. Mr. Chairman, may I inquire of the chairman about the division of time right now?

The CHAIRMAN. The minority side has a balance of 2 hours and 29 minutes remaining out of the total of 4 hours, and the majority has a balance of 3 hours and 17 minutes.

Mr. QUIE. I would say to the gentleman from Florida, Mr. Chairman, if he will yield further, that I have talked with the gentleman from Ohio [Mr. AYRES], and he feels this is acceptable for tomorrow.

⁴⁹ Lowell, Stanley, *Embattled Wall*, Washington: POAU, 1966, pp. 152-153.

⁴³ *Abington School District v. Schempp*, 374 U.S., pp. 3-5.

⁴⁴ *Everson v. Board of Education*, 330 U.S., pp. 22, 26.

⁴⁵ *Abington v. Schempp*, 374 U.S., p. 15.

⁴⁶ *Marbury v. Madison*, 1 Branch, p. 137.

⁴⁷ Ruffini, F., *Religious Liberty*, London: Williams and Norgate, 1912, p. 19.

⁴⁸ Kelley, Dean M., "Subsidiary and the Ecumenical Establishment," *Ecumenical Seminars*, Duquesne University, September 29, 1965.

Mr. GIBBONS. Then, Mr. Chairman, I will yield back all of the time on this side with the exception of 2 hours which will be used tomorrow.

Mr. QUIE. If the gentleman will yield further, I yield back the remainder of time on this side, 29 minutes, and retain 2 hours for tomorrow for the minority.

Mr. HALL. Mr. Chairman, will the gentleman yield?

Mr. GIBBONS. Mr. Chairman, I yield to the gentleman from Missouri.

Mr. HALL. Mr. Chairman, I thank the gentleman for yielding.

Mr. Chairman, I want to ascertain from the gentleman who is managing the bill for the minority side if there are any other arrangements about the course, after any part of or all of the 2 hours remaining shall have been used tomorrow?

Mr. GIBBONS. There have been no arrangements reached on that, sir. Speaking for myself, I would only suggest that perhaps after completion of 4 hours' debate tomorrow, we can read the bill and then start on the 5-minute rule on Wednesday. Then let the course run, after that.

Mr. HALL. If the gentleman will yield further, I simply want to make a legislative record, without which I would be constrained to object to any such arrangement or unanimous-consent request when placed, that there is nothing to say that the reading of the bill for amendment under the 5-minute rule will or will not go over from tomorrow on completion of all general debate to Wednesday, or that it should be continued tomorrow.

I hope I made myself clear.

Mr. GIBBONS. I am not sure I understand, but I will yield myself another few minutes.

My purpose in working this out, I say to the gentleman from Missouri, is merely to save the time of the House so that we can use it for constructive debate. I believe that 2 hours tomorrow used on the other side and 2 hours on our side would be sufficient to discuss under the general debate provision of this rule the issues involved here.

Then we would move to the reading, under the 5-minute rule, and go over, so that on Wednesday we could start under the 5-minute rule and go right on through the bill.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. GIBBONS. I am glad to yield to the gentleman from Iowa.

Mr. GROSS. The gentleman is saying, then, that the bill would be read, but we would not embark upon the 5-minute rule tomorrow; is that correct?

Mr. GIBBONS. Yes, that is correct.

Mr. GROSS. I see.

Mr. GIBBONS. We would not start under the 5-minute rule for amendments tomorrow. We would just have the bill read so that we could start under the 5-minute rule. The first paragraph would be read.

Mr. ARENDS. Mr. Chairman, will the gentleman yield?

Mr. GIBBONS. I am glad to yield to the gentleman from Illinois.

Mr. ARENDS. I trust, in the recent agreement, we are looking a little farther down the road, to the point that there will be no disposition on the part of any Member on the other side to close up debate either on Wednesday or on Thursday. We have had some rather sad experiences, shall I say, as to closing debate in recent years. I trust the gentleman will not lend himself to closing debate on this important matter when the 5-minute rule comes up.

Mr. GIBBONS. Speaking only for myself, because I have not discussed this with other members of our committee, I have no intention of closing off debate on Wednesday, but I should like to see us reach a final vote on the bill on Thursday. I will be willing to work here until midnight or any other time on Thursday in order to get this done.

Mr. ARENDS. Might I ask the gentleman, is that an indication on the gentleman's part that if business is still before us in the way of amendments on Thursday he would be inclined to close off debate, in order to finish the bill on Thursday night?

Mr. GIBBONS. Only very late on Thursday evening.

I wish to say, as my chairman said earlier, I just do not want to be cruel to the Members. I have no desire to delay this, or to ask for any unfair advantage or anything of that sort. I want plenty of time so that we can debate under the 5-minute rule.

I do not intend to take time. I have no amendments to offer. Neither does the committee have any amendments to offer. I know of only one amendment to come from the Democratic side. There may be others.

I do not know how many amendments the other side has, but I understand they are in the nature of a substitute. I would imagine we can work that out as we go along.

I certainly want to cooperate in every way I can.

Mr. QUIE. Mr. Chairman, will the gentleman yield?

Mr. GIBBONS. I am glad to yield to the gentleman from Minnesota [Mr. QUIE].

Mr. QUIE. I might say, about our amendments, we would propose to start with the substitute, which would come up as the first amendment on Wednesday. If we are successful, then that would be the last amendment that I know of which the members of the committee and the gentleman from New York [Mr. GOODELL], who is not here, would propose.

As the gentleman from Florida said, I do not know if there are other Members who have amendments that they want to offer.

However, if we are not successful on the substitute, then we would propose, as we go to each title, to try to make changes in the title conforming with the intent of the substitute.

Now, there are some provisions of the committee bill that we think are good and some that are not. So what I would attempt to do is change the ones we think are not acceptable and, of

course, do nothing to hamper the ones we think are good. I would hope we could finish by sometime Thursday evening, but I hope we will not close off debate as long as there are meaningful amendments before us.

Mr. GIBBONS. Mr. Chairman, do I understand we have reached an agreement now that on both sides we will yield back time to where we only have 2 hours of general debate tomorrow? That has been done, as I understand it. Is that correct?

The CHAIRMAN. In reply to the request of the gentleman from Florida, I think it would be fair to state the agreement as to yielding time is between you and the gentleman from Minnesota.

Mr. GIBBONS. Then, of course, the only other question is to get unanimous consent to come in at 11 o'clock tomorrow.

The CHAIRMAN. As to any agreement as to when the House comes back tomorrow, that will be settled, of course, when the Committee rises.

Mr. GIBBONS. Mr. Chairman, I move that the Committee do now rise.

The motion was agreed to.

Accordingly, the Committee rose; and the Speaker pro tempore (Mr. PRICE) having assumed the chair, Mr. BROOKS, Chairman of the Committee of the Whole House on the State of the Union, reported that the Committee, having had under consideration the bill (H.R. 15111) to provide for continued progress in the Nation's war on poverty, had come to no resolution thereon.

Mr. PEPPER. Mr. Speaker, I ask unanimous consent that when the House adjourns today it adjourn to meet at 11 o'clock a.m. tomorrow.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from Florida?

There was no objection.

Mr. GIBBONS. Mr. Speaker, I ask unanimous consent that all Members speaking during debate in Committee of the Whole may have leave to extend their remarks and include extraneous matter.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from Florida?

There was no objection.

Mr. COOLEY, under previous order of the House, submitted the following conference report and statement on the bill H.R. 14929, the Food for Peace Act of 1966:

The committee of conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H.R. 14929) to promote international trade in agricultural commodities, to combat hunger and malnutrition, to further economic development, and for other purposes, having met, after full and free conference, have

agreed to recommend and do recommend to their respective Houses as follows:

That the House recede from its disagreement to the amendment of the Senate and agree to the same with an amendment as follows: In lieu of the matter proposed to be inserted by the Senate amendment insert the following: "That this Act may be cited as the 'Food for Peace Act of 1966'."

"SEC. 2. The Agricultural Trade Development and Assistance Act of 1954, as amended, is amended—

"(A) By amending section 2 to read as follows:

"'SEC. 2. The Congress hereby declares it to be the policy of the United States to expand international trade; to develop and expand export markets for United States agricultural commodities; to use the abundant agricultural productivity of the United States to combat hunger and malnutrition and to encourage economic development in the developing countries, with particular emphasis on assistance to those countries that are determined to improve their own agricultural production; and to promote in other ways the foreign policy of the United States.'

"(B) By amending title I to read as follows:

"TITLE I

"'SEC. 101. In order to carry out the policies and accomplish the objectives set forth in section 2 of this Act, the President is authorized to negotiate and carry out agreements with friendly countries to provide for the sale of agricultural commodities for dollars on credit terms or for foreign currencies.

"'SEC. 102. For the purpose of carrying out agreements concluded under this Act the Commodity Credit Corporation is authorized to finance the sale and exportation of agricultural commodities whether from private stocks or from stocks of the Commodity Credit Corporation.

"'SEC. 103. In exercising the authorities conferred upon him by this title, the President shall—

"(a) take into account efforts of friendly countries to help themselves toward a greater degree of self-reliance, including efforts to meet their problems of food production and population growth;

"(b) take steps to assure a progressive transition from sales for foreign currencies to sales for dollars (or to the extent that transition to sales for dollars under the terms applicable to such sales is not possible, transition to sales for foreign currencies on credit terms no less favorable to the United States than those for development loans made under section 201 of the Foreign Assistance Act of 1961, as amended, and on terms which permit conversion to dollars at the exchange rate applicable to the sales agreement) at a rate whereby the transition can be completed by December 31, 1971: *Provided*, That provision may be included in any agreement for payment in foreign currencies to the extent that the President determines that such currencies are needed for the purpose of subsections (a), (b), (c), (e), and (h) of section 104;

"(c) take reasonable precautions to safeguard usual marketings of the United States and to assure that sales under this title will not unduly disrupt world prices of agricultural commodities or normal patterns of commercial trade with friendly countries;

"(d) make sales agreements only with those countries which he determines to be friendly to the United States: *Provided*, That the President shall periodically review the status of those countries which are eligible under this subsection and report the results of such review to the Congress. As used in this Act, 'friendly country' shall not include (1) any country or area dominated or controlled by a foreign government or orga-

nization controlling a world Communist movement, or (2) for the purpose only of sales of agricultural commodities for foreign currencies under title I of this Act, any country or area dominated by a Communist government, or (3) for the purpose only of sales of agricultural commodities under title I of this Act any nation which sells or furnishes or permits ships or aircraft under its registry to transport to or from Cuba or North Vietnam (excluding United States installations in Cuba) any items which are, for the purposes of title I of the Mutual Defense Assistance Control Act of 1951, Eighty-second Congress, as amended, arms, ammunition and implements of war, atomic energy materials, petroleum, transportation materials of strategic value, or items of primary strategic significance used in the production of arms, ammunition and implements of war, so long as they are governed by a Communist regime, or (4) for the purposes only of sales under title I of this Act the United Arab Republic, unless the President determines that such sale is in the national interest of the United States. No sales to the United Arab Republic shall be based upon the requirements of that nation for more than one fiscal year. The President shall keep the President of the Senate and the Speaker of the House of Representatives fully and currently informed with respect to sales made to the United Arab Republic under title I of this Act. Notwithstanding any other Act, the President may enter into agreements for the sale of agricultural commodities for dollars on credit terms under title I of this Act with countries which fall within the definition of 'friendly country' for the purpose of such sales and no sales under this Act shall be made with any country if the President finds such country is (a) an aggressor, in a military sense, against any country having diplomatic relations with the United States, or (b) using funds, of any sort, from the United States for purposes inimical to the foreign policies of the United States;

"(e) take appropriate steps to assure that private trade channels are used to the maximum extent practicable both with respect to sales from privately owned stocks and with respect to sales from stocks owned by the Commodity Credit Corporation and that small business has adequate and fair opportunity to participate in sales made under the authority of this Act;

"(f) give special consideration to the development and expansion of foreign markets for United States agricultural commodities, with appropriate emphasis on more adequate storage, handling, and food distribution facilities as well as long-term development of new and expanding markets by encouraging economic growth;

"(g) obtain commitments from purchasing countries that will prevent resale of transshipment to other countries, or use for other than domestic purposes, of agricultural commodities purchased under this title, without specific approval of the President;

"(h) obtain rates of exchange applicable to the sale of commodities under such agreements which are not less favorable than the highest of exchange rates legally obtainable in the respective countries and which are not less favorable than the highest of exchange rates obtainable by any other nation;

"(i) promote progress toward assurance of an adequate food supply by encouraging countries with which agreements are made to give higher emphasis to the production of food crops than to the production of such nonfood crops as are in world surplus;

"(j) exercise the authority contained in title I of this Act to assist friendly countries to be independent of domination or control by any world Communist movement. Nothing in this Act shall be construed as authorizing sales agreements under title I with any

government or organization controlling a world Communist movement or with any country with which the United States does not have diplomatic relations;

"(k) whenever practicable require upon delivery that not less than 5 per centum of the purchase price of any agricultural commodities sold under title I of this Act be payable in dollars or in the types or kinds of currencies which can be converted into dollars;

"(l) obtain commitments from friendly purchasing countries that will insure, insofar as practicable, that food commodities sold for foreign currencies under title I of this Act shall be marked or identified at point of distribution or sale as being provided on a concessional basis to the recipient government through the generosity of the people of the United States of America, and obtain commitments from purchasing countries to publicize widely to their people, by public media and other means, that the commodities are being provided on a concessional basis through the friendship of the American people as food for peace;

"(m) require foreign currencies to be convertible to dollars to the extent consistent with the effectuation of the purposes of this Act, but in any event to the extent necessary to (1) permit that portion of such currencies made available for payment of United States obligations to be used to meet obligations or charges payable by the United States or any of its agencies to the government of the importing country or any of its agencies, and (2) in the case of excess currency countries, assure convertibility by sale to American tourists or otherwise, of such additional amount (up on twenty-five per centum of the foreign currencies received pursuant to each agreement entered into after the effective date of the Food for Peace Act of 1966) as may be necessary to cover all normal expenditures of American tourists in the importing country;

"(n) take maximum precautions to assure that sales for dollars on credit terms under this Act shall not displace any sales of United States agricultural commodities which would otherwise be made for cash dollars.

"SEC. 104. Notwithstanding any other provision of law, the President may use or enter into agreements with foreign countries or international organizations to use the foreign currencies, including principal and interest from loan repayments, which accrue in connection with sales for foreign currencies under this title for one or more of the following purposes:

"(a) For payment of United States obligations (including obligations entered into pursuant to other legislation);

"(b) For carrying out programs of United States Government agencies to—

"(1) help develop new markets for United States agricultural commodities on a mutually benefiting basis. From sale proceeds and loan repayments under this title not less than the equivalent of 5 per centum of the total sales made each year under this title shall be set aside in the amounts and kinds of foreign currencies specified by the Secretary of Agriculture and made available in advance for use as provided by this paragraph over such period of years as the Secretary of Agriculture determines will most effectively carry out the purpose of this paragraph: *Provided*, That the Secretary of Agriculture may release such amounts of the foreign currencies so set aside as he determines cannot be effectively used for agricultural market development purposes under this section, except that no release shall be made until the expiration of thirty days following the date on which notice of such proposed release is transmitted by the President to the Senate Committee on Agriculture and Forestry and to the House Committee on Agriculture, if transmitted while Congress is in

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

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HIGHLIGHTS: House debated poverty bill.

SENATE

1. APPROPRIATIONS. Continued debate on H. R. 14745, the Labor-HEW appropriation bill. When reporting this bill, the Senate committee added language which would waive the repayment by States of interest and other income earned from the investment of Federal grants. The Senate committee report urges the Labor Department and the Budget Bureau to "take positive action to submit to Congress a program designed to achieve the absolute minimum of delay" in handling cases under the Employees' Compensation Act. pp. 22955-90

2. FOREIGN TRADE. Sen. Symington spoke on the problems of industrial and agricultural trade with Europe. pp. 22909-10
3. TAXATION. Sen. Javits said an economic forecast is needed before action on the investment-credit tax bill. pp. 22911-16
4. INFLATION. Sen. Proxmire said appropriation increases are feeding the fires of inflation. pp. 22918-20
5. AIR POLLUTION. Sen. Boggs inserted articles describing the air-pollution problem. pp. 22924-8
6. FOOD PRODUCTION. Sen. Mondale inserted articles on the need for expanded food production. pp. 22927-8, 22930
7. SCHOOL MILK. Sen. Proxmire said the school milk program saves billions in health dollars. p. 22928
8. EXTENSION WORK. Sen. Brewster commended the work of 4-H clubs. pp. 22931-2
9. FLOOD CONTROL. Concurred in the House amendment to S. 2540, to authorize an agreement for U. S.-Mexico construction of a flood control project for the Tijuana River. This bill will now be sent to the President. p. 22948
10. SENIOR SERVICE CORPS. A subcommittee of the Labor and Public Welfare Committee approved for full committee action S. 2877, to establish a National Community Senior Service Corps. p. D919
11. SEA-GRANT COLLEGES. The conferees agreed to report on H. R. 16559, to establish sea-grant colleges for education, training, and research in the marine sciences. p. D921

HOUSE

12. POVERTY. Continued debate on H. R. 15111, to continue various programs under, and make other changes in, the Economic Opportunity Act. pp. 22995-068, 23121-4
13. HISTORIC SITES. The "Daily Digest" says the Rules Committee "granted an open rule" for debate on S. 3035, to establish a program of additional historic properties throughout the Nation. pp. D920-1
14. FOREIGN TRADE. Rep. Lipscomb spoke against trade with Communist nations. pp. 23084-5
Rep. Kupferman inserted an "Analysis of the Antidumping Laws of the Federal Republic of Germany, France, Italy, and the United Kingdom." pp. 23097-9
Rep. Bates said the foreign duty on U. S. shoes is much larger than the U.S. duty on foreign shoes. pp. 23099-3100
15. AIR POLLUTION. Rep. Dwyer inserted an article describing the adverse effects of air pollution. pp. 23085-91

ITEMS IN APPENDIX

16. INFLATION. Rep. Bob Wilson inserted an article, "Housewife Fightin' Mad On Inflation." pp. A4970-1

TO PROVIDE FOR TRANSFER OF PAINTINGS TO THE FEDERAL REPUBLIC OF GERMANY

Mr. STAGGERS. Mr. Speaker, I ask unanimous consent to take from the Speaker's desk the bill S. 3353, to amend the Trading With the Enemy Act, to provide for the transfer of three paintings to the Federal Republic of Germany in trust for the Weimar Museum, and ask for its immediate consideration.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the present consideration of the bill?

Mr. SPRINGER. Mr. Speaker, reserving the right to object, I think there ought to be an explanation of the bill.

Mr. STAGGERS. Does the gentleman from Illinois wish to explain it?

Mr. SPRINGER. I think the chairman ought to explain it, and if I have any comments to add, I will do so later.

Mr. STAGGERS. The bill has to do with three paintings that were stolen from the Weimar Museum in Germany in 1922 by two German soldiers. They were brought to this country and acquired in New York by a man from Dayton, Ohio, in 1934. In 1946 his wife tried to ascertain the value of the paintings, and at that they came to the attention of the U.S. Government. The Government stepped in and confiscated the paintings. They did not cost our Government anything at all.

Under this bill they would be transferred back to the West German Government to be held in trust for the proper owners at the proper time.

Mr. SPRINGER. Mr. Speaker, I think the chairman has explained the bill. Weimar is in the area of Germany under the control of the German Democratic Republic. The paintings are to be transferred to the West German Government which, as I understand the law, would be the rightful owner because we do not recognize the East German Government. They would be held in trust until such time as the West German Government felt it was proper to return them to Weimar.

We have left that indefinite for a purpose. Unless there is a reunification of the Republic, the paintings would not be returned. Some discretion would be left to the West German Government, but they are really the property of the German Government, and the only government we recognize is the West German Government, the rightful owner. They were stolen. They were later confiscated as German property under the Alien Property Act during World War II.

It seems to me that this legislation is fair and equitable, and that it would be right to return this stolen property, which was stolen not in wartime but in peacetime, the paintings being the rightful property of the rightful German Government.

The SPEAKER. Is there objection to the request of the gentleman from West Virginia?

There was no objection.

The Clerk read the Senate bill, as follows:

S. 3353

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 39 of the Trading With the Enemy Act, as amended (62 Stat. 1246; 50 U.S.C. App., sec. 39), is amended by adding at the end thereof the following subsection:

"(e) Notwithstanding any of the provisions of subsections (a) through (d) of this section, the Attorney General is hereby authorized to transfer the three paintings vested under Vesting Order Numbered 8107, dated January 28, 1947, to the Federal Republic of Germany, to be held in trust for eventual transfer to the Weimar Museum, Weimar, State of Thuringia, Germany, in accord with the terms of an agreement to be made between the United States and the Federal Republic of Germany."

The bill was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

A similar House bill (H.R. 12543) was laid on the table.

CORRECTION OF VOTE

Mr. HARSHA. Mr. Speaker, on rollcall No. 301 I am recorded as not voting. I was present and voted "nay." I ask unanimous consent that the permanent Record and Journal be corrected accordingly.

The SPEAKER. Is there objection to the request of the gentleman from Ohio?

There was no objection.

CALL OF THE HOUSE

Mr. QUIE. Mr. Speaker, I make a point of order that a quorum is not present.

The SPEAKER. Evidently a quorum is not present.

Mr. McFALL. Mr. Speaker, I move a call of the House.

A call of the House was ordered.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 307]

Adair	Flynt	Moss
Albert	Ford	Murray
Anderson, Ill.	William D.	Nedzi
Andrews,	Fulton, Tenn.	O'Konski
Glenn	Gathings	Olsen, Mont.
Aspinall	Giaimo	Philbin
Beckworth	Gilligan	Pirnie
Berry	Gray	Poage
Boggs	Greigg	Pool
Bow	Griffiths	Purcell
Bray	Hagan, Ga.	Reid, Ill.
Brock	Halleck	Reifel
Burton, Utah	Hansen, Idaho	Reinecke
Callaway	Hébert	Resnick
Carter	Herlong	Rivers, S.C.
Celler	Holifield	Robison
Clausen,	Holland	Rogers, Tex.
Don H.	Howard	Roncallo
Clevenger	Irwin	St Germain
Cooley	Jones, Mo.	Scott
Craley	Keogh	Shipley
Daddario	King, N.Y.	Skubitz
Davis, Ga.	Kluczynski	Stephens
Derwinski	Kupferman	Sweeney
Dickinson	Landrum	Teague, Tex.
Donohue	McClory	Toll
Dorn	McVicker	Tuten
Duncan, Oreg.	Mailliard	Van Deerlin
Dyal	Martin, Ala.	Vanik
Edwards, Ala.	Martin, Mass.	Waggonner
Ellsworth	Mathias	Walker, Miss.
Evans, Colo.	Meeds	White, Idaho
Farbstein	Michel	Whitten
Farnsley	Miller	Wilson,
Fascell	Monagan	Charles H.
Fino	Monrison	Wright
Fisher	Morse	

The SPEAKER. On this rollcall 324 Members have answered to their names, a quorum.

By unanimous consent, further proceedings under the call were dispensed with.

CORRECTION OF ROLL CALL

Mrs. BOLTON. Mr. Speaker, on rollcall No. 304, on September 26, a quorum call, I am recorded as absent. I was present and answered to my name. I ask unanimous consent that the permanent Record and Journal be corrected accordingly.

The SPEAKER. Is there objection to the request of the gentlewoman from Ohio?

There was no objection.

SUBCOMMITTEE ON GENERAL LABOR

Mr. DENT. Mr. Speaker, due to the fact that the House met at 11 o'clock this morning, some witnesses who were subpoenaed last week have come here and have not yet had an opportunity to testify. In order that they may be heard and not compelled to stay overnight at an added expense, I ask unanimous consent that the committee be permitted to sit during general debate today.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

CORRECTION OF ROLL CALL

Mr. MATSUNAGA. Mr. Speaker, on rollcall No. 295, on September 21, a quorum call, I am recorded as absent. I was present and answered to my name. I ask unanimous consent that the permanent Record and Journal be corrected accordingly.

The SPEAKER. Is there objection to the request of the gentleman from Hawaii?

There was no objection.

CORRECTION OF ROLL CALL

Mr. WYDLER. Mr. Speaker, on rollcall No. 302, on September 27, a quorum call, I am recorded as absent. I was present and answered to my name. I ask unanimous consent that the permanent Record be corrected accordingly.

The SPEAKER. Is there objection to the request of the gentleman from New York?

There was no objection.

ECONOMIC OPPORTUNITY AMENDMENTS OF 1966

Mr. POWELL. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the State of the Union for the further consideration of the bill (H.R. 15111) to provide for continued progress in the Nation's war on poverty.

The SPEAKER. Is there objection to the request of the gentleman from New York?

There was no objection.

IN THE COMMITTEE OF THE WHOLE

Accordingly, the House resolved itself into the Committee of the Whole House on the State of the Union for the further consideration of the bill (H.R. 15111), with Mr. BROOKS in the chair.

The Clerk read the title of the bill.

The CHAIRMAN. When the Committee rose on yesterday, the gentleman from New York [Mr. POWELL] had 3 hours and 12 minutes remaining, and the gentleman from Ohio [Mr. AYRES] had 2 hours and 29 minutes remaining.

Before the Committee rose, the gentleman from Florida [Mr. GIBBONS] and the gentleman from Minnesota [Mr. QUIE] had agreed to limit further general debate to 4 hours, to be equally divided and controlled by the majority and the minority.

Accordingly, the Chair will recognize the gentleman from New York [Mr. POWELL] for 2 hours, and the gentleman from Minnesota [Mr. QUIE] for 2 hours.

The Chair recognizes the gentleman from New York.

Mr. POWELL. Mr. Chairman, it gives me more than the usual pleasure to yield 5 minutes to the gentlewoman from Hawaii [Mrs. MINK], who has been one of the finest members of any committee of this House for many years.

Mrs. MINK. Mr. Chairman, I rise in strong support of H.R. 15111, the Economic Opportunity Amendments of 1966. This bill asks the Congress to reiterate its support for the concept of a direct, frontal attack upon the effects of poverty on the young and the old in our society. We have long as a nation tried to deal with the symptoms of poverty by providing numerous welfare programs, dependent allowances, medical services, low-cost housing, and the like. These were measures which principally dealt with the immediate physical needs of the poor, and we have neglected until this program was enacted in 1964 to formulate a comprehensive program which is directed to the individual and his rightful expectations for the future.

If there is any central theme which I find embodied in the Economic Opportunity Act, it is the concept that the poor can be provided with help from the Federal Government which serves to motivate them to help themselves. This is the philosophy of this act, which I believe deserves our fullest support, and which, in the long run, will be the most meaningful type of program to help eradicate the demoralizing effect that poverty has upon the young child, the teenager, and the able-bodied adult who is out of work.

Every program under this act is designed to focus on what can be done to help the individual become a contributing member of his society, and what can be done to make his or her ability to compete in this rough-and-tumble world more equal.

Beginning from the poor child, age 4 and 5, we have given thousands of these youngsters that necessary additional help so that when they are ready to begin in the first grade, they will have had this social, educational and cultural experiences to enable them to compete

with the child from the average middle class family. This is the Headstart program which has made almost a revolutionary impact on our educational system. I like to label this program as "Operation Catch-up," for that is really all that we are providing these deprived children. If you are thinking of voting against H.R. 15111, I ask you to consider what you are doing to further reduce the ability of these children to rise above the chains of poverty in which their families and very likely generations of their forebears have been entrapped. In this bill, we are asking for your support of the Headstart program, and the \$352 million which we have provided is minimal if we are to meet this great challenge and opportunity to change the course of the lives of these innocent young children.

The teenage youngster has a program to stimulate his interest in continuing in school and to demonstrate to him through actual job experiences that an adequate education is absolutely necessary to secure full employment in this highly technological world. A substantial portion of this program which is authorized at \$496 million is payment to the youth for actual services rendered to the school in which he is enrolled, or to a public or private agency to whom services of various kinds are rendered. So much of the pressure placed upon a teenager to quit school comes from the demands made upon him in his own home, because of the dire needs of other members of his family and the total lack of adequate financial resources. The ability to earn his keep while going to school is an important answer that we provide thousands of these young people who are upon the critical threshold of their future. What shall it be? Like that of their parents, of desperate need, minimal income, and underemployment? Or shall the youngster have the chance his parents did not have to complete his education, and perhaps even continue on to further pursuits and qualify for a job opportunity that is consistent with his ability and talents?

Even for the dropout, shall his life be an empty vacuum of idleness and little productive contribution? Or shall he be given another chance, with a comprehensive program such as we have organized under the Economic Opportunity Act in our Job Corps centers?

For the adult poor, we have provided funds to continue the adult basic education, legal services, work experience, and small business loans.

The entire emphasis of this war on poverty is upon expanding the poor person's conception of what he can attain in life, and open up the abundant vistas of opportunity that are available in our society for those who are properly educated and trained.

I firmly believe that the success of this program is dependent on keeping it within one agency. Let us not succumb to the argument that existing established bureaucracy can do a better job merely because they have existed longer and because logically these are programs properly under their jurisdiction. The fact is that the old establishment did

not come forth with any new vigorous attack upon the root causes and effects of poverty, while this new act has stirred the conscience of America. Let us not return to the quiet tranquility of proven but ineffectual ways and dampen the spirit and hopes of the poor who for the first time see that their future can be improved. This is what the poverty program is all about and I urge that you give your support to this great humanitarian cause.

Mr. QUIE. Mr. Chairman, I yield 2 minutes to the gentleman from Alabama [Mr. BUCHANAN].

Mr. BUCHANAN. Mr. Chairman, yesterday, as recorded on page 22827 of the CONGRESSIONAL RECORD, a statement which I made was challenged in a colloquy. The statement was:

In Evansville, Ind., the staffs of denominational schools were augmented by personnel reimbursed by the Federal antipoverty program. In Evansville-Vanderburg County 183 persons were to receive employment in the schools during the school year and 62 through the summer. Of these, 138 and 21, respectively, were to work in parochial schools.

I stated, when challenged, that this was contained in an article in an Evansville paper of March 14. My footnote was in error. It was instead contained in an article in the Evansville Press of Wednesday, March 10, 1965, entitled "Catholics Get Break in Poverty War." Perhaps it should be said in passing that I have heretofore attempted to avoid pointing an accusing finger at any particular religious group, and had not intended to identify the group in this case. Since the challenge makes it necessary, I underline again the fact that many of the OEO grants have been made to Protestant and Jewish religious organizations.

I shall insert the article in question at this point in the RECORD, having already asked permission to do so:

[From the Evansville Press, Mar. 10, 1965]

CATHOLICS GET BREAK IN POVERTY WAR

(By Mel Runge)

Catholics are taking advantage of the war-on-poverty program to bolster meager administrative staffs at their schools and charities in Evansville.

At least one parochial school official has admitted privately that the anti-poverty law is being viewed as the doorway to a form of federal aid for parochial schools.

This fact was brought to light in a survey conducted to learn what the 16- to 21-year-olds will do who are to be hired under the work-training section of the war-on-poverty program.

The city has requested \$415,315.25 from the Labor Department to operate the work-training program for six months. Cost of the program for a year is more than \$700,000.

Through this program local government agencies and non-profit social groups may hire potential high school dropouts part time during the school year and nearly full time during summer months. Goal of the program is to keep the youths in school.

The youths' salaries will be paid by the federal government with the local community footing 10 per cent of the costs through services and equipment.

Schools of Evansville-Vanderburgh County—according to the request Mayor Frank McDonald took to Washington three weeks ago—will employ 183 boys and girls during the school year and 62 through the summer.

Of this total, a study shows, Catholic schools will use 138 of the youths during the school year and 21 during the summer.

Father James Deneen, Catholic schools superintendent, said the youths are greatly needed because of the 21 Catholic schools in Vanderburgh County only two have a secretary.

Father Deneen said there is "a tremendous amount" of office work for the youths at the schools. The work is presently either done by volunteers, teachers and typing students or not done at all, he added.

He also noted there are shortages among Catholic school cafeteria personnel and that a great deal of monitoring and cleanup is done "by nuns, which 'we believe is inefficient use of nuns.'"

Besides the schools, Catholic Charities will hire 31 boys and girls during the winter and 16 during the summer.

Fourteen of the youths will be employed at the St. Vincent dePaul salvage store to repair small appliances and clothing. Others will be used as recreation aides and office assistants.

The largest single employer will be the city, with 101 winter positions and 389 summer.

Most of these are divided between the Works Board and Park Department. The board plans to use the youths on weed crews and street and highway projects as well as maintenance, clerical and other jobs.

The Park Department will assign 17 boys to caring for flower beds along city boulevards.

The county will employ 16 in the winter and 19 during the summer. These youths will be used by various county agencies.

The auditor's office, for instance, will hire four girls, both winter and summer, to handle the "numerous new jobs the state has assigned us," Deputy Auditor Lewis Volpe said.

"We believe this is the way we can accomplish our new responsibilities at a minimum cost and still follow the policy of giving the youths training in office procedure," he added.

Community council will have 25 youths, most of whom will be assigned to various social agency members of the council, according to Director Carl Martin.

The Recreation Commission will hire 146 during the summer to increase the number of supervisory personnel at city playgrounds and to assist life guards at local swimming pools.

Mesker Zoo will hire six boys during the summer. "I hope one of the six will decide to stay in school to become an animal man," says Zoo Director Frank Thompson.

Thompson said there would be a lot of work for the youths outside, cleaning up and cutting grass. "But I will also train them in basic zoology and wild animal husbandry," he added.

"There is a big shortage of supervisory personnel in the zoo world and I believe that if I can convince one of the youths to study for the field our portion of the program will be a tremendous success," Thompson explained.

The antipoverty law says the youths must not be employed to replace regular personnel. To this the Labor Department has added a rule that the youths must be paid the minimum wage of \$1.25 an hour.

The minimum wage rule threatened to hamper the program not only in Evansville, but throughout the county where government units and social groups are not paying some regular workers this amount.

Mrs. Joan Bowers, director of the Mayor's Human Relations Commission, said Evansville will get around the problem with a bookkeeping procedure whereby the youths will be paid \$1.25 for only a portion of the hours they work. The remaining working hours will be considered "counseling" time for which the youths will not be paid.

The counsel for the Office of Economic Opportunity has himself stated that

about 6 percent of the grants for OEO were made to church groups. In a telecast on CBS on Sunday, March 27, 1966, Stuart Novins reported that 10 percent of our poverty program projects are now in the hands of church or related groups. Included are projects of Protestants, Catholics, and Jews.

The CHAIRMAN. The time of the gentleman has expired.

Mr. QUIE. Mr. Chairman, I yield the gentleman from Alabama an additional minute.

Mr. BUCHANAN. Mr. Chairman, by virtue of the testimony of Sargent Shriver and of his chief counsel and of many other witnesses, by virtue of the large number of grants, which I included in the RECORD yesterday in my speech beginning on page 22826, which I refer to the attention of the Members, there is no question but that grants are being made to church organizations and contracts are being made with them. Concern over this fact has been expressed by such publications as the Washington Post, the New York Times, the Christian Science Monitor, and many others and by prominent church leaders. The courts in recent years in a series of decisions reflected their interpretation of the first amendment would not leave room for this kind of grant. I must respectfully insist, therefore, that the OEO and the Congress are building a house of cards which will, by a court decision, come tumbling down, if the OEO persists in making grants to and contracts with churches and other religious organizations.

Mr. QUIE. Mr. Chairman, I yield 2 minutes to the gentleman from Iowa, Mr. GROSS.

(Mr. GROSS asked and was given permission to speak out of order.)

POLITICAL SEWERS

Mr. GROSS. Mr. Chairman, a newspaper column published in Washington on Sunday, September 25, written by Evans and Novak, and dealing with politics in the State of Iowa, says that "sewers and bridges, not L.B.J. and the war, are the political fundamentals in Iowa."

The article goes further to say:

Sewers are a major element in President Johnson's calculated plan to make a new art form out of the time-honored political pork barrel. Aided by master political planner Lawrence F. O'Brien, the Postmaster General, Mr. Johnson has worked overtime to instruct the new Democrat Congressman elected 2 years ago on how to "service" their districts. New sewers are a vital ingredient.

In the first place, Postmaster General O'Brien ought to be spending his time improving the abominable mail service instead of disregarding the Hatch Act by sending employees from his Department to work in the campaign of a Democrat congressional candidate. Incidentally, an outraged electorate defeated O'Brien's handpicked candidate despite all the administration favors and disregard of the Hatch Act.

Does anyone really believe—Lyndon Johnson, O'Brien, or anyone else—that Iowans are such dupes and political pawns that they can be bought with

sewers that are paid for with their own tax dollars?

And in connection with "L.B.J. and the war," does anyone really believe that Iowans value sewers more than they do the blood of their young men?

Mr. Chairman, I resent this shameful indictment of the intelligence of the citizens of Iowa. Every political candidate in the State, Democrat or Republican, ought to be outraged by this article.

Mr. POWELL. Mr. Chairman, at this time it is my great pleasure and privilege to yield to one of the most hard working members of the Committee on Education and Labor, and of the Subcommittee on the War on Poverty, the gentleman from New York [Mr. SCHEUER].

(Mr. SCHEUER asked and was given permission to revise and extend his remarks.)

Mr. SCHEUER. Mr. Chairman, since I follow our distinguished colleague, the gentleman from Iowa [Mr. GROSS], who is concerned about politics, I cannot help remembering the debate of yesterday in which it was charged that the poverty program was conceived in politics.

Well, Mr. Chairman, perhaps it was. Perhaps, if politics is a concern with what happens to people, perhaps, if good politics is an active concern for programs that alleviate the problems of people that they cannot alleviate for themselves, then perhaps the poverty program was conceived in politics, and perhaps that is the highest accolade that can be paid to the poverty program.

Mr. Chairman, let us look at what happened in the last year to this program that, admittedly was conceived in that kind of politics—in a deep concern for people.

Mr. Chairman, we have heard from the minority and seen in the press that there have been some untoward incidents, there have been some errors in administration and judgment here in Washington, and this was to be expected.

But, Mr. Chairman, what happened in the field—where the action is? Perhaps as many as 15 percent of 30 to 35 million Americans who are afflicted with endemic, structured poverty benefited from these programs.

Mr. Chairman, there is not a single one of the programs that has not made itself felt in the communities of America across the face of our land. The real problem is that the programs have worked, have raised hopes and expectations—but were utterly insufficient to the need and the demand. Few of them have met the demand of more than 10 or 15 percent of those who want and need help.

Mr. Chairman, perhaps the most successful program of them all has been the project Headstart, and here the great problem is that Headstart has only served about 6 percent of 2.25 million children who desperately need this help in order to make a success of their public school careers.

The poverty program has been a smashing success. The American people want it. It fulfills a national need.

Mr. Chairman, naturally the question follows: "Can we afford it?"

Mr. Chairman, is there a Member of this House who would say that with a

gross national product for this year in excess of \$750 billion our Nation cannot afford to devote one quarter of 1 percent of this tremendous, dynamic productivity, unprecedented in our history, to the problem of endemic and structured poverty?

Mr. Chairman, is there a single Member in this House who would aver that we cannot afford less than 2 percent of our \$100 billion Federal budget in the effort to eliminate poverty in the midst of affluence and plenty?

Is there a Member of this House who would allege that we cannot afford to expend on our poverty war effort over 1 years' time what we spend on our Vietnam war effort each month?

Finally, Mr. Chairman, one might ask, Do we need the poverty program in a time of an enormous affluence and prosperity, in a time when our economy is admittedly heated up, at a time when we have virtually a "war" economy? Will not such an economy provide jobs for all? Will not the forces of burgeoning demand for labor, and limited supply, in and of themselves, solve the unemployment, and hence, the poverty problem?

Mr. Chairman, despite the unprecedented, sustained economic growth and prosperity over the last 4 years, the economic forces of supply and demand are not in themselves providing adequate job opportunities for large numbers of our people.

Yet it is a self-evident principle that the scourge of poverty in great measure reflects who is employed and who is not employed, who is able to earn income from work and who is not, who is able to provide for a family and who is not. Yet when one examines this superheated economy, one would expect that it would create jobs which would be available to all, but the conventional economic wisdom simply has to be cast to the four winds.

Mr. Chairman, let me tell the Members what happened in the last year.

In August 1965, overall white employment stood at the rate of 4.1 percent, and overall Negro employment stood at its traditional level of approximately twice the white rate of 7.7 percent, a little bit less than twice the white rate.

Mr. Chairman, what happened in the last year? White unemployment went down from 4.1 percent to 3.1 percent; while at the same time Negro unemployment in this superheated war economy, went up from 7.7 percent to 8.3 percent, or to about 2½ times the white unemployment rate.

Mr. Chairman, 1 year ago white teenage unemployment stood at the rate of about 12 percent, and Negro teenage unemployment stood at the traditional rate of a little less than twice that much, or 22 percent.

What has happened in the last year of unprecedented affluence and labor scarcity in many segments of our economy? White teenage unemployment went down from 12 percent to 10 percent while at the same time Negro teenage unemployment went up from 22 percent to 26 percent, to a little over 2½ times white teen-age unemployment.

Unemployment for male whites over 21 now stands at the almost historic alltime low of 1.7 percent—what the economists characterize as frictional unemployment—really no unemployment at all—while unemployment for Negro males over 21 stands at the rate of 5.5 percent today, over three times the comparable white unemployment rate.

Never in recent history, never in the last generation has there been such an unfavorable relationship between Negro and white unemployment. The gap is not narrowing, the gap is growing.

Clearly we have still a problem of structured, built-in, inherited unemployment which will pursue us unto the generations unless we devise programs and projects which will lift this group in our society to the mainstream of full participation, full contribution, and final independence and self sufficiency.

Now more than ever before in our new found affluence and abundance, we can and must concentrate our resources, our energies and our ingenuity to lift and lead 35 million Americans out of the crippling grip of unrelenting permanent poverty.

Mr. Chairman, I yield back the balance of my time.

Mr. QUIE. Mr. Chairman, I yield 10 minutes to the gentleman from California [Mr. BELL].

(Mr. BELL asked and was given permission to revise and extend his remarks.)

Mr. BELL. Mr. Chairman, on July 9, 1965, a Los Angeles Times column read:

Angry adult sponsors of the crash summer teen program, imperiled by the local antipoverty control dispute and resulting Federal fund tie-up, sent a demand for action to poverty chief Sargent Shriver in Washington.

This was a typical news story that could be read in any paper across the country about the war on poverty program.

Similar accounts of confusion and frustration were brought to the attention of the Members last year when the fiscal 1966 authorization bill was before us.

We were told that such dislocations were to be expected in a new program and that they would soon be ironed out.

In the Los Angeles Times of September 20, 1966, just last week, the Los Angeles City Council was reported to have found that of the 125 Headstart sites in the city, all but 4 do not meet Los Angeles municipal building and safety code regulations.

So we have all these children in unsafe buildings that could be damaged by earthquake or by fire and thus endangering the lives of the children we intend to help.

Mr. Chairman, may I say this: The confusion and frustration with the program has not been ironed out.

And it will not be until administrative changes are brought about to relieve the Office of Economic Opportunity of the impossible task it faces in juggling five major programs.

I am here to ask that you give some serious consideration to administrative

amendments to be proposed during this debate.

I think none of us realized in 1964, when we enacted the Economic Opportunity Act, just how formidable a task we had taken on.

The Economic Opportunity Act was really experimental.

For the first time a single agency was to take on all the problems of the poor.

The ongoing programs of the Department of Health, Education, and Welfare, the Labor Department, and the Department of Agriculture were bypassed.

It is incredible that we could have expected OEO to perform such miracles.

There were dreams, that a few years of money would do the trick.

We know now how naive we really were.

We should recognize our error and reshape our legislative tools.

Mr. Chairman, human resources are being wasted and tragically wasted by the program in its present form. There is indeed a war within the war on poverty. It must be and can be ended if we have the patience and the wisdom to find the remedy. Poverty crusade, sponsored by my two colleagues on the committee, the gentleman from New York [Mr. GOODELL], the gentleman from Minnesota [Mr. QUIE] and myself, was carefully drafted to meet the shortcomings of the present program.

The main thrust of our amendments would be to streamline the Office of Economic Opportunity. Certain programs such as adult education and headstart would be shifted to the Office of Education. That is where they belong. This would mean that the programs remaining with OEO would gain sharper administrative focus.

The fact is that through the fiscal year 1966 \$2.3 billion have been spent in the war on poverty. Neither the recipients nor the taxpayers have yet benefited in a manner commensurate with this amount. A single agency cannot possibly be expected to carry out efficiently an array of programs to meet the needs of all the deprived in this country.

Over 25 of OEO's most talented staff members have quit in recent months because of the impossible pressure. Mismanagement, as we all know, has been rampant. Those of us who voted against the Poverty Act in 1964 and 1966 I think to some extent at least have had our votes vindicated.

Let me recount for my colleagues the bewildering experience of the California State Office of Education in its attempt to have the OEO fund our State's very successful adult basic education program.

Some of the information was introduced into the record of the poverty hearings by my colleague, the gentleman from New York [Mr. GOODELL]. I bring it up again because it has escaped the attention of many of those who must be made to realize that all of the poverty programs are in peril if such irresponsible administration should continue. OEO's stop-and-go approach has caused considerable confusion for States operating basic education programs. States

have had difficulty in securing the money which OEO had promised them or pledged to them. Numerous provisions of allocations have caused administrative problems, disappointment, and expenditure of State funds that will not now be reimbursable.

One of the States hardest hit by the OEO confusion has been California. In June 1965, OEO sent a memo to the California State Department of Education, as it did to all States, notifying them of the anticipated State allocation for 1966. According to that memo, California was to receive \$1,809,725. Successive notification indicated the following changes:

On June 21, 1965, California was promised, as I said, \$1,809,725. On November 9, 1965, this figure was changed to \$1,622,008. And again, in January 1966, it was changed to \$819,530. The final amount California received was less than half of the original estimate. OEO claimed that they had run short of funds, and this had to take the cuts.

If there were no funds available, where then did OEO come up with the \$802,550 that they restored to California on February 25, 1966, after I and other Congressmen, including the gentleman from Kentucky [Mr. PERKINS], lodged vociferous protests to OEO over their treatment of the State?

Mr. PERKINS. Mr. Chairman, will the gentleman yield?

Mr. BELL. I yield to the gentleman from Kentucky [Mr. PERKINS].

Mr. PERKINS. Mr. Chairman, if I recall correctly, it was the Office of Education that sent out the original figures the gentleman referred to. I believe the gentleman was in error when he stated the OEO sent out those original figures.

Mr. BELL. It was my understanding that the OEO made the promise and the Office of Education then tried to get it. Then there was some information to the effect that maybe the Bureau of the Budget was involved in this too. But the point is that the OEO is primarily a coordinating agency, and it should coordinate.

Mr. PERKINS. The gentleman is correct.

Mr. BELL. The OEO claimed it was not responsible for the revised 1966 allocations. They charged the Bureau of the Budget and the Office of Education with that responsibility, as I have just indicated.

Mr. Chairman, the States cannot be expected to operate effectively under these circumstances. Months of planning the serious commitments are required for approval of State programs, not to mention the hours of time spent filling out mountains of forms and reports. Tremendous wastes and bitter frustrations are inevitable when funding promises are not kept. It is in the nature of the Economic Opportunity Act legislation that this would be the case.

Obviously, OEO must fight the war on several fronts. It must attempt to keep everyone happy. The result is when they become overcommitted in one program, another program must suffer.

The CHAIRMAN. The time of the gentleman has expired.

Mr. QUIE. Mr. Chairman, I yield the gentleman 5 additional minutes.

Mr. BELL. They have in effect to rob Peter to pay Paul. It is my intention to sponsor an amendment to relocate the adult education program under the Office of Education. It is argued that the Office of Education already carries out the program, so why make a change?

Aimed at upgrading the ability of adults to get better jobs, the amendment would make several changes in the program and authorize the funding through the Commissioner of Education directly. My amendment does little more in substance than the adult education provisions of H.R. 15111, the bill before us.

I might add parenthetically, most of the educators throughout the country have been advocating this for some time now. Perhaps some of the Members have received letters from them urging that this adult education program be transferred out of the OEO to the Commissioner of Education.

The answer is simple and obvious. The Office of Education does now carry out the substance of this program, but the hitch is that the funding must pass through four agencies before it reaches the people who need help: OEO, the Bureau of the Budget, the Office of Education, and the State education agencies, which must each consider the funds earmarked for the program.

There is simply no need for OEO in this program. My amendment is identical to the one passed by the Senate Labor and Public Welfare Committee last week in its consideration of the poverty program. The Senate has already passed this change.

Aimed at upgrading the ability of adults to get better jobs, the amendment would make several changes in the present program and authorize the funding through the Commissioner of Education directly. My amendment does little more in substance than the adult education provisions of H.R. 15111 the bill before us. Its primary aim is administrative in nature. OEO would be less burdened with the paperwork and the Office of Education would be free to go ahead on the program.

Similarly, I will offer another amendment to place the Headstart program under the jurisdiction and direction of the Office of Education. Headstart has been hailed by all as the most successful program in the war on poverty. Unfortunately it is in danger of being stifled by the same administrative entanglements that curtailed California's adult education programs last year.

The comprehensive school program in the poverty crusade would substantially expand Headstart as it now exists.

The gentleman from New York, Congressman GOODSELL, and the gentleman from Minnesota, Congressman QUIE, recognized the need for greater emphasis on preschool programs as far back as 1961. We should now see the wisdom in their foresight. The program must be rescued from the depths of bureaucracy.

An Iowa school superintendent, after months of waiting for Headstart funds, declared:

We're getting to the point where we don't know if it is worth it.

A Michigan school superintendent was similarly frustrated when he was told

that the heads of reports and forms he had filed out for a Headstart program had been misinterpreted. The unfortunate part of the story was that his office was blamed for not filling out the report properly.

These incidents and hundreds more have hampered the program all over the country. The minority report on H.R. 15111 recounts many of the most unfortunate incidents. I hope the Members will take time to review the report from page 91.

America's poor need help. The poverty program as it is now structured can only produce confusion and overwork.

The amendments I have outlined, along with others included in the poverty crusade, will bring order to an otherwise confused assault on poverty.

Mr. GOODSELL. Mr. Chairman, will the gentleman yield?

Mr. BELL. I yield to the gentleman from New York [Mr. GOODSELL].

Mr. GOODSELL. I wish to commend the gentleman for his statement and to point out that the examples the gentleman has given with reference to the frustration in the field of those educators who have been trying to implement the Headstart program are only a couple of examples of the many, many we have documented and referred to in our minority views.

The CHAIRMAN. The time of the gentleman from California has expired.

Mr. QUIE. Mr. Chairman, I yield the gentleman 2 additional minutes.

Mr. GOODSELL. I also point out that in the opportunity crusade and in the gentleman's amendment specifically directed to Headstart we would double the amount of money available for Headstart and we would put the administration of the Headstart program under one Federal agency, the Office of Education. No longer would the local communities have to go to the OEO and the Office of Education to try to get a mix of funds and find out how much money they could expect from each.

A number of the local people tell us that under the Office of Education there has been a reasonably clear allocation of funds for Headstart. They have known what they could get.

There has been a problem on the local level with the boards of education not directing funds to Headstart as distinct from other programs eligible under the education program. But in the case of the OEO they have had great difficulty finding out whether they could get the funds.

There is some difference between the standards in the two programs, one under the Office of Education and the other under the OEO.

I would emphasize that the program which the gentleman in the well is advocating, administered through the Office of Education, would be through the States, the State educational agencies, to the local community action board. The local community action board would receive the funds from the State education agency and it could contract with private or public schools or private agencies to run the Headstart program.

This would clear the air. We would have one agency in Washington admin-

istering the entire Headstart preschool, early school program. It would go through the State officials, so it would be coordinated with their program. It would go through community action, so that one agency could coordinate on the local level. The contracting could be done with various educational agencies and private agencies which could do the job.

Mr. GIBBONS. Mr. Chairman, I yield 7 minutes to the gentleman from New Jersey [Mr. DANIELS].

(Mr. DANIELS asked and was given permission to revise and extend his remarks.)

Mr. DANIELS. Mr. Chairman, I rise in support of H.R. 15111 and especially in support of subsection 207(b) of title II of the Antipoverty Act as reported out of committee. This subsection, not included in the administration proposal, authorizes a \$12.5 million program for the prevention of narcotic addiction and for noninstitutional rehabilitation of addicts, including training and job placement.

The uncontrolled growth of narcotic addiction in urban slum areas ranks as one of our most serious domestic problems. Far from coincidental, the sharply increasing prevalence of narcotics and the rising crime rate are symptomatic of each other. Every narcotic addict is an incipient criminal. The debilitating effects upon one's personal character and psyche, and the greatest expense of maintaining a habit are well known. All too often the end result is crime.

The Federal Bureau of Narcotics has estimated that there are 60,000 active addicts in the United States, over one-half of whom live in the poverty areas of New York City, with the remainder being concentrated in various other urban population centers across the Nation. It is to prevent the self-perpetuation of this festering sore on the body of the Nation's cities, and to rehabilitate those already trapped in the vortex of narcotic self-dissipation, that the committee has set aside \$12.5 million of section 207 funds.

Specifically, the programs envisioned will be made available to over 5,000 identifiable addicts and deter countless other patented users in fiscal 1967. Novel in their conception, these "new approach" experimental programs eschew the past futility of hospitalization and imprisonment. Rather, emphasis is placed on noninstitutional correction.

Statistics show that less than 3 percent of all addicts placed in the Federal hospital at Lexington, Ky., remain off drugs after release. It is patently obvious that new programs are required. Community action provides such a program.

Only if an addict is given a reason to quit, a hope for the future, can he then defeat his addiction. Title II provides this motivation in the form of a job, combined with education and training for the years subsequent.

The key to the entire program is coordination: coordination with other aspects of this act and coordination of employment with careful supervision and

control to give the addict the support he needs. It is through this comprehensive approach based on new concepts of prevention, treatment, and cure that progress and success can be truly anticipated.

Mr. Chairman, as I stated earlier, of the total addicts in the United States, more than 50 percent are to be found in the New York City area. The 14th District of New Jersey, I am unhappy to say, has seen an alarming rise in narcotic addiction. I might point out that the district which I have the honor to represent is across the Hudson River from Manhattan. Local law enforcement officials and social workers in Hudson County are alarmed at the rise in narcotic addiction. And let me assure all Members of this House, the problem, while largest in the New York City metropolitan area, has leaped across State lines and is now a national problem which screams for national action.

Various psychiatric studies have revealed that hospitalization and imprisonment are totally inadequate as solutions to the problem of addiction. The committee therefore wants to foster new, noninstitutional approaches to addiction, dealing with it in the environment that breeds addiction. It is the community that produces the environmental factors which go to produce addiction. It is in the community, therefore, that potential addicts must be dissuaded and active addicts cured.

The programs to be developed under this title must focus on providing the user with powerful motivation to overcome the habit, in the form of a job combined with education and training that holds promise for a hopeful future.

This can be achieved by coordination with other programs under this act which offer useful work opportunities and experience.

This emphasis on work orientation would be structured and supervised to give the addict the support he needs to continue at work and away from drugs.

In undertaking to formulate and carry out these programs the committee expects the Director to consult with and rely heavily upon the experts in the U.S. Public Health Service and particularly the National Institute of Mental Health who have spent the last few years seeking more effective ways to approach treatment, rehabilitation, and prevention.

Mr. Chairman, this program seeks, within the modest sum of money allocated to it, to reach a segment of the population which is truly desperate, a group truly poverty stricken in every sense of that term.

The narcotics control program is a good one and one which is worthy of the support of Members on both sides of the aisle.

Mr. ASHBROOK. Mr. Chairman, I make the point of order that a quorum is not present.

The CHAIRMAN. The Chair will count. Fifty-two Members are present, not a quorum. The Clerk will call the roll.

The Clerk called the roll, and the following Members failed to answer to their names:

Abbitt	Fulton, Tenn.	Murray
Adair	Gallmo	Nedzi
Albert	Gilligan	O'Konski
Anderson, Ill.	Gray	Olsen, Mont.
Andrews,	Green, Pa.	O'Neill, Mass.
Glenn	Greigg	Philbin
Aspinall	Griffiths	Pirnie
Baring	Hagan, Ga.	Poage
Berry	Halleck	Pool
Boggs	Hanna	Powell
Bow	Hansen, Idaho	Purcell
Brock	Hansen, Iowa	Reifel
Brown, Calif.	Hansen, Wash.	Resnick
Callaway	Hébert	Rivers, S.C.
Carter	Herlong	Rivers, Alaska
Casey	Hollfield	Robison
Celler	Howard	Rogers, Tex.
Clark	Irwin	Roncalio
Clevenger	Jones, Mo.	St Germain
Cooley	Keogh	Scott
Corman	King, N.Y.	Senner
Craley	Kirwan	Shipley
Daddario	Kluczynski	Smith, Calif.
Davis, Ga.	Landrum	Smith, N.Y.
Derwinski	Long, La.	Steed
Dickinson	McClory	Stephens
Donohue	McVicker	Sweeney
Dorn	Mailliard	Teague, Calif.
Duncan, Oreg.	Martin, Ala.	Teague, Tex.
Dyal	Martin, Mass.	Thompson, N.J.
Edwards, Ala.	Mathias	Toil
Edwards, La.	Meeds	Van Deerlin
Ellsworth	Michel	Vanik
Evans, Colo.	Miller	Walker, Miss.
Farbstein	Minshall	White, Idaho
Farnsley	Monagan	Whitten
Fisher	Morrison	Wilson, Bob
Flynt	Morse	Wright
Fogarty	Moss	

Accordingly, the Committee rose; and the Speaker having resumed the chair, Mr. SISK, Chairman (pro tempore) of the Committee of the Whole House on the State of the Union, reported that that Committee having had under consideration the bill H.R. 15111 and finding itself without a quorum he had directed the roll to be called when 312 Members responded to their names, a quorum, and he submitted herewith the names of the absentees to be spread upon the Journal.

The Committee resumed its sitting.

The CHAIRMAN (Mr. Brooks). The Chair recognizes the gentleman from Minnesota [Mr. QUIE].

Mr. QUIE. Mr. Chairman, I yield myself 15 minutes.

(Mr. QUIE asked and was given permission to revise and extend his remarks.)

Mr. QUIE. Mr. Chairman, I would like to spend a little time speaking about the operation of the so-called poverty war for the last 2 years. When this program was first initiated a great deal of time was spent on an attempt to define who the poor really were, and the figure of \$3,000 income for a family of four became the benchmark. Michael Harrington wrote his book "The Other American," which really captured the imagination of the American people. They felt guilty over the fact that one-fifth of the Americans were poverty stricken. Since that time either there has been no evaluation of that criteria or else the studies have not been made available to the Members of Congress. Two years after the program's inception we should have complete and thorough information on who is poor.

Mr. Chairman, we have the figures on the ages of the one-fifth of the American people who are "poverty poor." But we do not know what made them poor, what keeps them poor, based upon the kind of

thorough study one would expect at this time.

Mr. Chairman, I understand that there is a study going on now at the University of Wisconsin—and there may have been others which may have been in-house studies at the OEO, but they evidently—if this has been done—kept it to themselves.

Mr. Chairman, I would expect that when proponents of this bill come before you and ask for a continuation of this program and an expansion of it with an authorization of \$1.75 billion, they should tell you more specifically who is poor, so that a more effective piece of legislation could be developed in order that we may eliminate poverty.

Also, Mr. Chairman, there has really been no effective evaluation of the manpower used in OEO; that is, the professionals who are highly paid, who are so much better paid on their poverty job than they were previous to their employment in OEO.

Mr. Chairman, there has been no evaluation of the programs themselves, and the effect which they had upon poor people.

Mr. Chairman, as I mentioned yesterday in a quote from Sar Levitan, we hear words bandied about by Mr. Shriver, and others in OEO that the program has affected so many people, but so far no one has been pointed out and identified one person who is no longer in poverty because of this poverty program.

Mr. Chairman, we have all seen statistics cited that there are fewer people in poverty today than there were 2 years ago, and we all know that the economy has changed a great deal. Now there is a crying need for people to fill the jobs which are available. There is no reason for a person to be jobless if he or she has any marketable skills. This country could greatly reduce poverty through private enterprise, and private enterprise ought to be encouraged in every way possible since only through private enterprise and not Government will poverty be eliminated.

Mr. GOODELL. Mr. Chairman, I make the point of order that a quorum is not present.

The CHAIRMAN. The Chair will count.

Ninety Members are present, not a quorum.

The Clerk will call the roll.

The Clerk called the roll, and the following Members failed to answer to their names:

Abbitt	de la Garza	Gilligan
Adair	Derwinski	Gray
Albert	Dickinson	Greigg
Anderson, Ill.	Diggs	Griffiths
Andrews,	Dingell	Hagan, Ga.
Glenn	Donohue	Halleck
Aspinall	Dorn	Hanna
Berry	Downing	Hansen, Idaho
Boggs	Duncan, Oreg.	Hansen, Iowa
Bow	Dyal	Hansen, Wash.
Brock	Edwards, Ala.	Hébert
Callaway	Evans, Colo.	Herlong
Carter	Evins, Tenn.	Holifield
Casey	Farbstein	Howard
Celler	Farnesley	Irwin
Clevenger	Findley	Jones, Mo.
Conyers	Fisher	Keogh
Cooley	Flynt	King, N.Y.
Craley	Fulton, Tenn.	Kluczynski
Daddario	Gathings	Landrum
Davis, Ga.	Gialmo	Leggett

[Roll No. 309]

Long, La.	Nedzi
McClory	O'Brien
McCulloch	O'Konski
McVicker	Olsen, Mont.
Mailliard	Philbin
Martin, Ala.	Pirnie
Martin, Mass.	Poage
Mathias	Pool
Meeds	Powell
Michel	Relfel
Miller	Resnick
Monagan	Rivers, S.C.
Morrison	Robison
Morse	Rogers, Tex.
Moss	Roncalio
Murray	St Germain

Scott
Stephens
Sweeney
Teague, Tex.
Toll
Tupper
Van Deerlin
Vanik
Vivian
Walker, Miss.
White, Idaho
Whitten
Willis
Wright

Accordingly, the Committee rose; and the Speaker pro tempore (Mr. HARDY) having assumed the chair, Mr. BROOKS, Chairman of the Committee of the Whole House on the State of the Union, reported that that committee having had under consideration the bill (H.R. 15111) and finding itself without a quorum he had directed the roll to be called when 321 Members responded to their names, a quorum, and he submitted herewith the names of the absentees to be spread upon the Journal.

The Committee resumed its sitting.

The CHAIRMAN. The Chair recognizes the gentleman from Minnesota [Mr. QUIE], who has 12 minutes remaining.

Mr. QUIE. Mr. Chairman, I notice again that many of the proponents of this legislation have been using the old excuse that this program is too new to tell what ought to be done and that we ought to wait. There is nothing that is absolutely new in this program that has not been tried by someone before, either by the Federal Government or some private group, but you would think it was all new and that everything was going well according to all of the releases and propaganda that OEO puts out. What I said was we need reliable information which we can depend on. I hope before any similar legislation comes before this House again such information will be in our hands before we begin working on this legislation. As I said yesterday, the hearings were completely devoid of expert witnesses that one would expect to hear from. They just did not appear before our committee and were not asked. When we go into the House again I will ask unanimous consent that the remainder of the article I quoted yesterday by Mr. Sari Levitan entitled "What Is Happening, Baby; Essential Research for the War on Poverty," may be placed at this point in the RECORD:

THE NEED FOR OBJECTIVE REPORTING AND EVALUATION

Unsupported claims of achievements and exaggerated official promises for the federal war on poverty regrettably have serious repercussions. Unfulfilled promises create frustration and disappointment among those who hope to benefit. Opponents have been quick to publicize unrealistic claims as evidence of the program's shortcomings.

Despite the deluge of inflated claims and the concerted attacks of the detractors, the war on poverty has actually enjoyed remarkable sustained public support—as evidenced by diverse public opinion polls covering the population at large and more sophisticated segments. According to an opinion survey conducted by the Chase Manhattan Bank last April, 9 of every 10 academic economists, my favorite group, supported the idea of a federal effort, and a majority approved the direction the program had taken. Although

business economists, understandably, showed greater reserve, 76 percent supported the concept of an antipoverty war and 44 percent approved its operations.

If public support of the program is to be sustained, more reliable information than exists at present is urgently needed about the operations of the several measures comprising the antipovety package. Such information would allow the public and Congress to rally behind programs that prove themselves and to drop activities that do not pass muster. It is not likely that the information necessary for evaluation will be forthcoming from government—either from Congress, the Office of Economic Opportunity, or other executive agencies.

Congressional hearings frequently illuminate program operations, partly through testimony by advocates and opponents, but more significantly through testimony of expert witnesses. With hardly any exceptions, the annual hearings on the Economic Opportunity Act have been devoid of the latter. Testimony before the appropriate Congressional Committees on EOA has been restricted almost exclusively to governmental witnesses and a few ideological supporters or opponents. As a result, the hearings in 1965 and 1966 offer very little meaningful information concerning program activities. To supplement the information obtained at the formal hearings, the House last year appropriated funds to the Committee on Education and Labor (the Committee responsible for the legislation) to investigate and study the anti-poverty program. The results of this investigation have never been revealed to the public and apparently not even to the members of the Committee.

Open critical appraisal of program operations is also not forthcoming from the executive agencies. These agencies necessarily advocate ongoing programs. Until a decision is made to scuttle—a rare occurrence—or modify a program, shortcomings revealed by internal research are normally classified as "administratively restricted," which means that the documents are not made available either to Congress or to the public. An expanding practice fraught with danger is the government contracting with private consulting firms and academic institutions for the survey and evaluation of public programs. The products of the outside experts become the property of the contracting agency and are frequently not published.

OEO RESEARCH

No adverse reflection is intended on the competence of the Office of Economic Opportunity research staff and the high quality of its work. The research staff of the Office of Economic Opportunity, first headed by Dr. Joseph A. Kershaw and now by Dr. Robert A. Levine, has taken the lead among federal agencies in the application of systems analysis techniques to welfare efforts. Drawing on the vast supply of pertinent statistics, the Office of Research, Plans, Programs and Evaluation in OEO has classified and quantified the various sub-universes of the poverty population, analyzed the applicability of existing welfare programs to these groups, and prepared complementary and alternative plans for combatting poverty.

Thus far, the product of the OEO research staff remains largely in the files of the "Poverty House," the name by which the headquarters of OEO is known, though some of it has been transmitted to the Bureau of the Budget. All that we know about this significant work is based on sketchy newspaper reports, the result of some "leaks," inadvertent or perhaps contrived. And it is very doubtful that the product of OEO research and conclusions will ever become public property, unless the recommendations are adopted as official government policy, not a likely event. Neither Congress nor the public, therefore, may ever have an opportunity to assess

knowledgeably the merits of the proposed multibillion dollar programs.

Planning-programing-budgeting system

Better public understanding of government programs should result from the emphasis placed upon the new Planning-Programming-Budgeting System (PPBS). Closely related to the systems analysis approach, PPBS requires program planners not only to estimate budgetary costs but also to analyze their effectiveness, to examine alternative approaches, and to compare expected benefits in relation to anticipated cost.

A significant element in this approach, pioneered in the federal establishment by the Defense Department, is to plan program budgets over a longer period than the customary one year interval. Congress has steadfastly insisted that appropriations for federal programs normally be limited to one year. Accordingly, executive agencies have budgeted their programs for the same period. In practice, federal administrators have even a shorter lead time to implement proposed activities since Congress rarely makes the necessary funds available before a new fiscal year starts. Shriver and his associates still do not know today the amount of money they can commit or spend during the current fiscal year which started on July first. This fact has led to considerable confusion in administering programs; and it has proved a serious constraint on efficient administration since appropriated funds must be committed, if not spent, within the year for which appropriated. A scramble is experienced at the end of each fiscal year, a rush to commit all appropriated funds lest some be lost to the program.

There is no guarantee that advance planning over several years by executive agencies will deter Congress from insisting that the nation's federal business be run on a year-to-year basis. But the hope is that advance planning by executive agencies will prompt Congress too to make efforts to run the government on a more businesslike basis. This assumes, of course, that executive agencies will learn to plan their programs on a more sophisticated basis than previously and that they will develop techniques which would convince Congress of the desirability to adopt the aspects of PPBS applicable to its own work.

COST EFFECTIVENESS

The basic objective of PPBS is to get the optimum return for the buck. Cost effectiveness measurement, a major component of rational program planning, seeks to determine the cheapest way to accomplish defined goals or to get the maximum advantage from a stated expenditure. As applied to the Economic Opportunity Act, the approach might be used to provide answers as to the most economic means to motivate and train disadvantaged youth, to equip them with job skills salable in the open market. Since comparable data are available on the costs of the Neighborhood Youth Corps, the Job Corps, and related programs, the determination of the cost effectiveness of the youth employment and training programs would, at first, appear a matter of simple calculation. One might too hastily conclude that the Job Corps is a more expensive program than the Neighborhood Youth Corps, for it costs about five times as much to maintain a youth in the Job Corps than to provide him with employment under the Neighborhood Youth Corps. The products of the two youth programs, however, are not necessarily interchangeable. To motivate and train certain youths it may be necessary to remove them from their environment, as the Job Corps does, and to provide them with continuing care and supervision. If that is the case, then the Job Corps, though much more expensive, may be the only way to help some disadvantaged youths.

Determination of cost effectiveness may also raise questions about the composition and direction of specific efforts. Thus far, the Neighborhood Youth Corps has concentrated upon providing employment and income to disadvantaged youths and the nature of the work is too often of dubious quality, reminiscent of old-fashioned work relief. The theory presumably is that as the youths mature they will get accustomed to the world of work and will shift for themselves. Available statistics indicate that as the youths mature their level of unemployment declines. But some critics have advocated the need for "enriching" the Neighborhood Youth Corps program by providing enrollees not only jobs but also basic education and more meaningful training. In view of the limited resources available to the administrators of the Neighborhood Youth Corps, enrichment would necessarily reduce the number of enrollees. A question that must be answered, therefore, is whether the effectiveness of the program for society would be raised by limitation of enrollees but with more intensive preparation for the world of work.

The above illustrations suggest that the quantifying of expected output can be elusive since it involves qualitative elements and that the pursuit of standards of quality seriously affects cost.

If a cost effectiveness analysis does come up with persuasive evidence that an alternative to an existing program is preferable, would the responsible officials be able to admit failure of their past efforts? Past experience has shown that this flexibility is indeed a rare occurrence. Despite the questionable value of some of the anti-poverty programs inaugurated in the last two years, none have been discontinued. Each program has attracted advocates within the federal establishment and a clientele outside of the government, and administrators find it most difficult to drop a program once initiated. And even if internal obstacles to changes within the executive establishment could be overcome, approval of changes in established programs or the substitution of alternatives still requires Congressional approval. Each program has its Congressional sponsors and supporters who may present insurmountable impediments to change.

The cost-benefit precedent

While great hopes are expected for cost effectiveness, it might be useful to recall the lessons of cost-benefit analysis, which has been practiced by the government in the field of public works for three decades. It might appear comparatively easy to add up the total costs of a public works project, but even if the reckoning is "clean," the decision whether a given project should be undertaken still involves value judgments and guesswork. In addition, there are old-fashioned political considerations which cannot be ignored. It is a relatively simple task to determine the costs of labor and materials to be expended on a project. But in calculating social costs it makes a considerable difference whether the resources utilized in the project would have been employed elsewhere in the absence of the project. Thus, it may be argued that the employment of idle labor should not be included as part of the cost of a project—at least not all of the labor cost, since idle workers may be collecting unemployment insurance or relief payments in the absence of work provided by the public works. Experts also disagree about the interest rate which should be applied to discount future benefits. The contingent and remote benefits from the project are even more difficult to calculate, and the estimates require arbitrary assumptions and projections. In the final analysis, it may be impossible to assign the dollar value benefits accrued to the various classes of con-

sumers from a project and also to calculate losses to others, now and later. The current debate about constructing a dam in the Grand Canyon offers an excellent illustration. What cost is to be assigned to marrying one of the outstanding tourist attractions in the United States as against the benefits resulting from adding a water resource?

In more recent years the government has also sponsored cost-benefit analyses in the field of manpower training programs. These studies have generally indicated an excess of benefits over costs. The conclusions may be valid, but they are based only upon certain explicit costs. In the field of training, as well as related activities, where training resources—counselors, testers, instructors—are scarce, a realistic cost-benefit analysis should include the impact of the newer programs upon the price and utilization of the scarce resources and their impact on education and other activities competing for the same manpower. A new training course may, for example, deprive the public employment service or the school system, or part of the limited supply of counselors. A true cost-benefit analysis would have to consider the negative impact upon the latter institutions resulting from the expansion of demand for a limited supply of needed technicians. There is no easy way to measure this type of cost, especially if it is ignored! The studies which have concluded that the benefits of governmental training programs exceed costs may be useful to sell to Congress and the public the desirability of funding these programs. It can hardly be claimed, however, that the studies supply definitive answers to the questions they purport to research.

THE RESPONSIBILITY OF THE ACADEMIC COMMUNITY

We are therefore forced to the uncomfortable, but nevertheless realistic, conclusion that PPBS and related approaches are not going to provide a complete blueprint for rational public policy and, in most cases, the results of analysis will not be made available to the public for independent appraisal. Political considerations remain potent: they are likely not only to determine the outcome of controversial undertakings, but also to prevent public airing of the questions raised by the analysis.

There is, however, an urgent need in a free society for the public and Congress to be better informed than they now are about the operations of publicly funded programs. At the very minimum, the public is entitled to frank discussions and interpretations of program operations prepared by detached experts without vested interests. The needed interpretation and evaluation of public programs can be supplied by the academic community and related private institutions, provided government agencies reveal needed information. Evaluation is particularly important in the case of the Economic Opportunity Act and related anti-poverty programs. The momentum created in favor of these programs by the inauguration of the Great Society is diminishing, partly against the background of our expanding military involvement in Southeast Asia. Greater public awareness about the achievements of successful programs will provide the necessary support for continuing and expanding effective anti-poverty efforts and for dropping those which are of questionable value.

Congress acknowledged the inadequacy of public information concerning governmental operations by passing the "Freedom of Information" Act of 1966, which curbs the power of executive agencies to withhold information about their activities. The new legislation, according to President Johnson, will no longer allow government officials "to pull curtains of secrecy around decisions which can be revealed without injury to the public."

Thus, impediments to the study and evaluation of government programs by independent researchers, if they have existed at all, in principle no longer apply. The neglect of meaningful academic research of government programs has not been due to the inaccessibility of information. The reasons for the neglect must be found elsewhere. A prime reason, in my opinion, is that institutional study has fallen into disrepute, at least in the field of economics. The emphasis in recent years on quantitative analysis has often led economists to build models without vital organs, to use Professor Jacob Viner's bon mot. Preoccupation with quantitative techniques, devoid of substantive issues, precludes controversy, attracts funds under the guise of objective scientific analysis, and is convenient for an age of consensus. Descriptive reporting, analysis and interpretation of institutional operations can lead to controversial conclusions and offer few brownie points to the aspiring academician seeking status in his profession.

Another serious impediment to the study of ongoing government programs is the trend toward greater government support of academic research. This support has been available for some years in the physical sciences and is becoming increasingly the source of funds for research in the social sciences. Government support of social science research provides no special incentive for critical evaluations of a sponsor's ongoing work, if publication of the results is also contemplated. Universities with faculties engaged in critical evaluation of government programs may find that federal spigots eventually run dry. Academic communities dependent upon government largess for support of faculties often enjoy greater prestige and acquire greater material rewards by working on grants than by teaching students. Expanding government support of research has its insidious aspects.

If the academic community is to discharge its responsibilities to the public and attempt to evaluate the ongoing proliferating government programs, researchers must not be burdened by risk of retribution, subtle or direct. As long as the rewards are found elsewhere, an adequate number of researchers will not be interested in evaluating controversial government programs. Unless universities and foundations assume a more active role than they have in the past, in encouraging the needed research, the vital job will be left undone. The major responsibility rests with university faculties which possess the expertise to do the work.

In any event, the product of the research must be freely available and the researcher must be independent of thought controls. Whether university administrators will live up to the challenge of recognizing the value of such research remains to be seen. The need for the research is indisputable.

A question was asked by our colleague from New York [Mr. SCHUEBLER], can we afford the poverty program? I heard from other speakers on the majority side yesterday talking about the deplorable state of poverty in this country. No one is saying that poverty does not exist and that we ought not to do something about it, but those of us on the minority side have said that this is too expensive a program for the good it is doing. It has not been doing the kind of work for the poor that ought to be done. High paid professionals are doing well, however. If the releases which were emanating from OEO were actually true and it was actually reaching the poor with an effective program such as they claim it is, then we would now be saying we were wrong in our criticism of it last year and 2 years

ago, and we would be supporting it wholeheartedly. However, that has not been the case. There is evidence that we have laid out in the minority views and there is substantial evidence that would have been too voluminous to make a part of the RECORD which indicates all over the country there are glaring mistakes and the program is not reaching the poor.

Mr. Chairman, we have pointed out a number of times the fact that the source of the malfunctioning is here in Washington of the national office of OEO.

Last year, Mr. Chairman, I brought up the fact and pointed out the fact about the large number of consultants that were being employed by OEO. And, previously, we have revealed personnel figures and practices and the salaries in the Office of Economic Opportunity which indicate that OEO has produced more bureaucratic wealth than any comparable agency.

Mr. Chairman, during the debate last year the Members of the Committee of the Whole House on the State of the Union will recall, a list of all these consultants was placed in the RECORD at that time.

Recently we examined again the OEO consultant list, and this examination has raised serious questions about the personnel practices of that agency.

Mr. Chairman, the Civil Service Commission advises that there are 112 vacancies at OEO, in grades GS-15 to GS-18. Coincidentally, as of July 1, 1966, there were approximately 200 consultants on the payroll, and the majority were in the \$60 to \$100 a day bracket. A number of these consultants have played prominent roles as full-time, top-level functionaries since the administration's antipoverity program was launched in October 1964.

Mr. Chairman, many of these consultants have remained for the entire time. I listed two of them who have been with the Office of Economic Opportunity, Mr. Edgar Cahn, the special assistant to the Director, and Lewis Eigen, an Associate Director of the Job Corps.

Mr. Chairman, the answer to the obvious question, "Why does OEO maintain full-time consultants rather than filling existing jobs and vacancies," I find may be one or more of the following reasons:

First, they are being paid at a higher level than permitted by civil service standards; or second, it could be that the individuals are being hired at a consultant rate which is higher than their qualifications or credentials justify; or third, Sargent Shriver cannot make up his mind as to what personnel to retain.

Mr. Chairman, when one realizes that OEO has more personnel in supergrades than the Office of Education, which is budgeted for twice OEO is, it is no small wonder that OEO tries to hide high-salaried people. The law and Civil Service regulations clearly provide that OEO consultants cannot be used, when jobs call for full-time, continuing employment. Perhaps OEO officials can produce a technicality by which to defend themselves, but it is a fact that they are evading the clear intent of the law, and the abuse is clear and flagrant.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentleman from New York.

Mr. GOODELL. The gentleman from Minnesota mentioned the fact that OEO has more personnel in supergrades than the Office of Education.

The Office of Education is budgeted for about \$3.5 billion in fiscal year 1967, compared to the \$1.75 billion for OEO. However, OEO is budgeted for 6,484 employees. The Office of Education is budgeted for 2,861 permanent employees, and OEO has 6,484 budgeted permanent employees. However, more importantly, referring to the supergrades and the high-level salaries, at the grade of GS-15, OEO has 249 budgeted as compared to the Office of Education, at 125.

At GS-16, OEO has 25, where the Office of Education has 33.

At GS-17, OEO has 17, and the Office of Education has 10.

And, at GS-18 there are 13 in OEO as compared to the number in the Office of Education, 3.

Mr. QUIE. Mr. Chairman, I thank the gentleman from New York for furnishing this more detailed information.

Mr. Chairman, I have furnished to the Civil Service Commission a detailed list of OEO consultants and have asked for a full report on OEO consultant hiring practices. I shall further ask permission, when we are back in the House, to place my letter into the RECORD at this point:

SEPTEMBER 27, 1966.

HON. JOHN W. MACY, JR.,
Chairman, Civil Service Commission,
Washington, D.C.

DEAR MR. MACY: During the past two years, Members of Congress have been aware that the Office of Economic Opportunity uses a large number of consultants in its operation, especially at headquarters in Washington, D.C. I have recently been advised that OEO has 112 vacancies in authorized or budgeted slots in grades GS 15-18. These circumstances give rise to the presumption that OEO is filling authorized billets with consultants. This practice, I feel, has a demoralizing effect on career specialists and is in the whole contrary to the intent of Congress and the spirit of the Civil Service system.

I am aware that the Economic Opportunity Act authorizes the OEO to hire consultants for intermittent use. Further, I recognize the need of OEO for special kinds of advisors and counsel at times and in connection with special problems. However, where OEO utilizes the services of individuals on a full-time, continuing basis over an extended period, the agency is remiss, I feel, in not hiring these people at GS levels commensurate with their qualifications and ability.

Enclosed is a list of consultants retained by the OEO as of July 1, 1966. Where available, the date they were first retained by OEO is indicated.

It will be appreciated if you will cause a check to be made of the consultants' services with OEO in order to determine the number of days these individuals have served. It is interesting to note that the top 52 are listed by the OEO as "Full Time Consultants."

A full report regarding the status of consultants at OEO, including a ruling of the Commission if possible, will be most appreciated by the Congress.

With every best wish, I am,

Sincerely yours,

ALBERT H. QUIE,
Member of Congress.

(Enclosure.)

OEO consultants as of July 1, 1966

Name	Rate	Entered on duty
Allen, Thomas B.	\$50	
Baker, Robert N.	60	Dec. 10, 1964
Barberis, Sister Francetta	75	
Bergman, Elhu	80	
Berghold, Gary	45	
Bremond, Walter	40	
Cahn, Edgar	70	Oct. 26, 1964
Carson, Lester M.	40	
Clark, Bayard S.	60	
Cotton, Avery L.	75	
Devlin, John R.	50	Do.
Eigen, Lewis	85	Do.
Ferlo, Virbil J.	45	Dec. 10, 1964
Friedman, Harvey G.	35	
Gottlieb, David	85	Oct. 26, 1964
Guskin, Al	60	Do.
Hall, C. Mitchell	75	Jan. 18, 1965
Harvey, Lenore, M.	75	
Johnson, James E.	60	May 5, 1965
Johnson, Earl	80	
Johnston, Robert W.	35	Mar. 19, 1965
Judson, Allen H.	30	
Lippeatt, Selma	70	
Lubin, Shulamith	50	
Matsumoto, Franklin	100	
McConnell, William A.	50	Jan. 4, 1965
McCormack, Richard E.	75	
Michaelis, Diana T.	50	
Michaels, Anne M.	50	May 3, 1965
Moscovitch, Edward H.	40	
Noble, Lindsley H.	100	
Oppenheimer, Joan Ann	45	
Parsons, Arch	65	May 24, 1965
Peck, Marshall	65	
Reardon, John L.	60	
Reilly, James B.	60	
Rozendaal, Catherine D.	60	
Sarason, Irwin	80	
Seward, William R.	50	
Smith, James D.	55	
Smith, Robert	60	
Smith, Waldo	55	
Spielman, Lester	70	
Steitz, Phillip	85	
Thomas, Ross	60	
Virden, John M.	50	
Weeks, Paul R.	65	
Westgate, Robert D.	50	
Wheeler, William	45	
Womack, Joseph D.	50	
Young, Robert	90	
Zagorin, Ruth K.	40	Oct. 26, 1964
Arens, Shirley M.	50	
Atkinson, Gordon	70	
Batt, William L.	100	
Biddle, Eric	50	
Block, A. Harvey	90	
Blumfield, Coleman	50	
Borom, Roy	45	
Bouck, Aubrey J.	75	
Brain, George B.	100	
Brandt, John E.	60	
Bronfenbrenner, Urie	100	
Brown, Howard J.	100	
Brueckner, William H.	75	
Bullock, Donald	45	
Carper, James W.	80	
Casson, A. Mort	70	
Chandler, Cleveland A.	60	
Clark, Leroy D.	50	
Clark, Mamie P.	100	
Clarke, Eunice A.	100	Apr. 12, 1965
Cohen, Martin	100	Apr. 5, 1965
Coleman, Morton	60	
Cooke, Robert E.	100	Mar. 28, 1965
Crump, E. Perry	100	
Davens, Edward	100	
Donovan, Ronald	50	Dec. 28, 1964
Donvito, Pasqual A.	60	Feb. 9, 1965
Drachman, Robert H.	60	
Edelman, John W.	50	
Edwards, Paul	50	
Egan, Robert J.	45	Mar. 9, 1965
Erickson, Marlowe	45	
Evans, Lester J.	100	
Fisher, Bernard C.	75	
Fleuning, Edward S.	100	
Fomon, Samuel J.	100	
Foster, George J.	50	
Frankel, Hyman H.	95	
Friedberg, Judith, E.	70	
Frost, Richard T.	100	
Galiber, J. L.	55	
Garber, Ralph	50	
Georges, Thomas W.	100	Apr. 2, 1965
Ginsberg, Mitchell I.	85	Apr. 25, 1965
Glatt, Milton S.	80	
Goldberg, J. R.	100	Mar. 12, 1965
Gordon, Edmund W.	100	
Grennan, Sister Jacqueline	100	
Grimsley, Arthur E.	70	
Grin, S. Spencer	80	
Guthrie, Harold W.	70	
Hague, Howard R.	75	
Hulberstam, Michael J.	100	
Happe, Donald L.	45	
Harvey, Ruth L.	60	
Hartman, Chester W.	50	

OEO consultants as of July 1, 1966—Con

Name	Rate	Entered on duty
Hathaway, Paul R.	\$40	Mar. 12, 1965
Hauck, Arthur A.	60	
Herring, Frederick J.	70	
Himmele, Irvin H.	60	
Horne, Vivian M.	45	
Hoshino, George	60	
Hymes, James L.	90	
Irby, Alice J.	60	
Jager, Oscar	70	Jan. 11, 1965
Johnson, Cernoria	75	
Katz, Charlotte S.	45	
Kauffman, Joseph F.	90	Jan. 4, 1965
Keyser, Stephanie J.	45	Apr. 12, 1965
Kneedler, Mary K.	100	
Koch, William H.	75	
Kostopulos, Nichols P.	70	
Kostick, Abraham	60	
Kroslov, Joseph	70	
Krohn, Kenneth B.	60	
Lazar, Irving	85	
Liebowitz, Herbert	80	
Lind, Roger M.	75	
Lorber, Max J.	50	
Lourie, Norman V.	75	
Lourie, Reginald	100	
Marchegiano, Rocco R.	70	
Markle, Susan R.	60	
Martin, John H.	100	
McAndrew, Gordon L.	75	Jan. 25, 1965
McCollum, John W.	90	May 3, 1965
McConnell, Beatrice	50	Feb. 5, 1965
McConnell, Beverly	50	Mar. 22, 1965
McKay, Martha	50	Feb. 23, 1965
McKinley, Francis	50	Feb. 1, 1965
Minsky, Hyman P.	80	
Mogey, John	80	
Mooney, Joseph D.	50	
Murphy, John G.	60	
Nadworny, Milton J.	80	
Niebuhr, Herman	70	
Niemeyer, John H.	90	
Oaks, Dallin H.	80	
Oates, Wallace E.	50	
O'Reilly, W. M.	80	
O'Rourke, E. W.	50	
Osborn, Donald K.	80	
Porter, Douglas	65	Oct. 26, 1964
Prentice, Edward S.	100	Apr. 26, 1965
Randolph, Robert	75	
Reader, G.	100	Apr. 1, 1965
Rein, Martin	60	Feb. 15, 1965
Remsberg, Charles A.	60	
Rendon, Gabino	45	Mar. 15, 1965
Richmond, Julius	100	
Ridder, M. W.	55	
Ritz, Philip M.	100	
Roth, F. L.	50	
Runner, D. L.	45	
Sasaki, Tom	60	
Scheirbeck, Helen M.	40	Dec. 7, 1964
Schleim, Paul	100	
Schmidt, Fred H.	75	
Schraeger, Philip	50	
Shelden, Miriam A.	75	May 27, 1965
Sherwood, John T.	40	
Smily, M. B.	70	
Smith, Clodus	70	
Soldwedel, B. J.	70	
Spencer, Esther	80	
Stellwagon, Walter R.	80	
Stern, Alfred L.	60	
Stevens, Austin	50	
Stone, L. Joseph	100	Apr. 26, 1965
Svenson, E. V.	80	Feb. 23, 1965
Temple, S. E.	45	
Thoburn, N. L.	70	
Troudy, Chester	80	
Trussel, Ray E.	100	
Vigilante, Joseph L.	60	
Wagner, Nathaniel	80	
Waller, Fletcher	100	
Walsh, Ira	75	
Weaver, Ella H.	70	Apr. 15, 1965
Wegman, Myron E.	100	Mar. 8, 1965
Wilkins, William D.	75	
Wing, Merrick S.	50	
Wishik, Samuel	100	
Wolff, Harold	70	
Zeckhauser, Robert A.	50	

I have also requested the General Accounting Office to investigate the matter, and I shall place the letter which I have written to them in the RECORD at this point when we are again back in the House.

SEPTEMBER 27, 1966.

MR. ELMER B. STAATS,
Comptroller General of the United States,
Washington, D.C.

DEAR MR. STAATS: The widespread use of consultants by the Office of Economic Oppor-

tunity has been of concern to some members of Congress. Questions have been raised regarding this practice, especially when OEO is operating with 112 vacancies in grade levels GS 15-18.

I am aware that the Economic Opportunity Act authorizes the OEO to hire consultants for intermittent use. Further, I recognize the need of OEO for special kinds of advisors and counsel at times and in connection with special problems. However, where OEO utilizes the services of individuals on a full-time, continuing basis over an extended period, the agency is remiss, I feel, in not hiring these people at GS levels commensurate with their qualifications and ability.

Enclosed is a list of consultants retained by the OEO as of July 1, 1966. Where available, the date they were first retained by OEO is indicated.

It will be appreciated if you will have a check made of the consultants listed in order to determine their titles, rates of pay, length of service, and number of days served. It is interesting to note that the top 52 are listed by the OEO as "Full Time Consultants."

With every best wish, I am

Sincerely yours,

ALBERT H. QUIE,
Member of Congress.

Mr. Chairman, 2 years have produced a series of mismanagement incidents in OEO. No Federal agency has had more management difficulties than OEO. No agency has had such hasty personnel turnover as OEO. No agency has abused its privileges in the use of highly paid consultants than has OEO.

The excuse that the program is new can no longer be used.

We can correct much that is wrong by adopting the Republican substitute entitled "The Opportunity Crusade Act of 1966." This would transfer most all of the programs run by OEO to existing agencies. All the educational matters to the Office of Education. All training to the Department of Labor. Small business would be handled by the Small Business Administration. The Farmers Home Administration would handle the loans to the poor farmers. The HEW would handle title V, the work program for those on relief. All that would be left of OEO would be the community action program of VISTA. I think the time is not far from us when the Department of Housing and Urban Development and the Department of Agriculture will be able to handle those parts and it will not be necessary for us to continue OEO as it is at present.

But if it is faulty management in OEO, the finger must be pointed to the Director. If these faults have not been straightened out, the Director must be called to act.

So I think the first order of business to meet the faltering war on poverty and to get on the road to victory would be to replace the Director, Sargent Shriver.

There have been attempts made to give some help to him—when the White House sent Mr. Boutin down there to be his assistant. When he could not do effective work he was removed over to the Small Business Administration.

Mr. Hardin is down there, after reportedly directing the special White House investigation for OEO himself, and is now placed in OEO to implement some of the recommendations that the investigation made. But we see the

signs again of growing disfavor in the eyes of the Director, Mr. Shriver. The only way this can be straightened out is when a man like Mr. Boutin, or if he fails, and a man like Mr. Hardin, would be able to have complete authority and straighten it out.

This is really the basic reason we are in difficulty in the management of the program from Washington. You go out in the field and talk to people out there, invariably they say the fault lies in Washington, in the administrative red-tape such as we have never seen in other agencies of the Government.

Our school systems have been dealing with the Office of Education for sometime and they have some new programs under which they operate. They criticize title I of the act because of the redtape and some of the difficulties, but none of them are insurmountable and there are moves which will eliminate that. But we see no moves that will eliminate the redtape and confusion that we have seen in the Office of Economic Opportunity. Let us instead get these programs functioning where they will do a better job under the existing agency.

Mr. BELL. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentleman from California.

Mr. BELL. Is it not true that part of the reason also is the fact that the poverty act to some extent is a new experiment in that it bypasses many existing agencies and superimposes on them a new jurisdiction. Is that true?

Mr. QUIE. That is right.

I appreciate the gentleman's contribution.

Let me discuss the Job Corps, one of the most controversial parts of the whole program. Potentially the Job Corps is a good program because it will help those individuals who need a change of environment and need this type of surroundings in order that they can learn a marketable skill, learn work experience and achieve some basic education that will enable them to fit into the technological age.

But the failure we have seen in the Job Corps comes from the excessive costs, the profiteering, and permissive disciplinary policies.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentleman from Michigan.

Mr. WILLIAM D. FORD. Did I understand the gentleman in the well to just use the word "profiteering" as meaning deficiencies in the operation of the Job Corps?

Mr. QUIE. The gentleman from Michigan understood correctly.

Mr. WILLIAM D. FORD. Does the gentleman in the well wish to be specific about this? I assume when you talk about profiteering, you are talking about some private company or corporation contracting with the Government for the operation of a Job Corps camp; is that right?

Mr. QUIE. I intend to be specific, I might say to the gentleman.

Mr. WILLIAM D. FORD. Would the gentleman care to be specific and name the people he believes are engaged in profiteering in their dealings with the Federal Government?

Mr. QUIE. Yes; I will be doing this and have done so already in public memos. I am just about to go into that.

Mr. WILLIAM D. FORD. I have read the press releases but now we are talking for the benefit of the Members of Congress and you made what seemed to me a rather strong charge. I wonder if the gentleman in the well would name specifically which corporations dealing with the Federal Government he believes to have engaged in profiteering?

It is your word, not mine, sir. It is your word and not mine.

Mr. QUIE. I plan to be specific. I am going to move into that now.

Mr. WILLIAM D. FORD. Do you intend to name the companies you are accusing of profiteering?

Mr. QUIE. I plan to.

The reasons that costs have so far exceeded estimates is a combination of high property rentals, excessive salaries, and underestimated site rehabilitation costs. There has been poor judgment, at best, on the leasing arrangements. The recent disclosure that we have made about Consolidated American Services, made by the gentleman from New York [Mr. GOODELL] in a memo yesterday, on a contract for the Job Corps site feasibility surveys, raises serious doubts about the happenstance selection of the sites which have later been found to be excessively expensive.

I will point to our Poverty Memo No. 36, which was the one I referred to made by the gentleman from New York.

I mentioned yesterday, as the gentleman from Michigan did, the Kanawha Hotel. Here we see what I believe is excessive profits. Mr. Angus Peyton, West Virginia commissioner of commerce, was the president of the corporation which owns the hotel and makes \$94,800 a year straight profit, with the Federal Government reimbursing them for the taxes, and the utilities; \$345,549.51 was spent renovating the rundown hotel worth, according to the estimates we received, about \$250,000.

Mr. Boutin, of the OEO, disputed what I said in a public hearing, but was proved wrong, and I shall insert the memos which lay this program out:

[Republican poverty memo, Republican members Poverty Subcommittee, Mar. 21, 1966]

No. 5: CHARLESTON, W. VA., HOTEL CASHES IN ON ANTIPOVERTY PROGRAM

Lease a run-down hotel for \$94,800 a year. Pay all taxes, insurance, utilities and repairs. Spend \$225,000 renovating the building, which reliable real estate brokers value at \$250,000.

Result: One Women's Job Corps Center in Charleston, West Virginia.

The waste involved in another of the pet projects of the President's so-called War on Poverty was disclosed today by Congressman ALBERT H. QUIE (R-Minn.) in a speech on the Floor of the House of Representatives.

The Charleston Women's Job Corps Center is housed in the old Kanawha Hotel, owned by the Kanawha Hotel Company, whose president is Angus Peyton, a prominent West Vir-

ginia Democrat and State Commerce Commissioner.

"The run-down hotel, which was used for Democratic Presidential campaign headquarters in 1960, was assessed at \$87,000 prior to occupancy of the Women's Job Corps in August, 1965," Congressman QUIE said. "It was subsequently raised to \$115,000. Estimates of reliable real estate brokers in Charleston placed the value of the hotel at \$250,000."

"In addition to receiving a guaranteed profit of 40 per cent on the annual \$94,800 rental paid by the Federal Government, the \$225,000 spent renovating the building would accrue to the Kanawha Hotel Company," Congressman QUIE said.

"Our investigations have revealed that in the Spring of 1965 a construction consultant, an employee of a firm retained by the Office of Economic Opportunity, on two separate occasions surveyed the Kanawha Hotel to determine its suitability for a Women's Job Corps Center," said Congressman QUIE. "Both times, despite pressure to approve the site, the consultant recommended against use of the Hotel, reporting among other things that the building would be too expensive to rehabilitate."

Congressman QUIE said there are "obvious political implications" in the arrangement and that it is "another example of extravagant diversion of anti-poverty funds into the pockets of Democratic politicians."

"Testimony at hearings currently being held by the Education and Labor Committee has revealed the estimated costs of maintaining one Job Corps enrollee for a year ranges from \$8,500 to \$13,000. Educators gasp at these figures and taxpayers question the justification for such an expensive program. We all recognize the necessity for the Job Corps program and agree with the concept . . . however, the program wasn't designed to be a windfall for the wealthy with influence," Congressman QUIE said.

[Republican poverty memo, Republican members Poverty Subcommittee, Apr. 5, 1966]

No. 14: OEO FUDDLE-HEADED AGAIN

"Congressman QUIE, the figures that were given to you and through you were put into the CONGRESSIONAL RECORD were inaccurate. First of all, I would like to give you a chronology of the factual facts," said Deputy Director Bernard L. Boutin of the Office of Economic Opportunity.

He made the statement March 23 in a hearing before the House Ad Hoc Subcommittee on Poverty as he attempted to justify OEO money poured into a run-down hotel in Charleston, West Virginia, that OEO is using as a Women's Job Corps Center.

Today, Congressman QUIE took the House Floor to answer the charge of inaccuracy. He was loaded with a battery of documents including the lease on the hotel.

The documents show that Congressman QUIE is right—Boutin is wrong.

"The Office of Economic Opportunity, through its Deputy Director, has again shown the fuddle-headed, make-it-up-as-you-go approach that has characterized the programs, administration and day-to-day operations of the so-called war on poverty," Congressman QUIE said.

The controversy rages around the run-down Kanawha Hotel in downtown Charleston. It is owned by the Kanawha Hotel Corporation, whose President is Angus Peyton, West Virginia Commerce Commissioner and unsuccessful 1964 Democratic candidate for the State Senate.

"As we consider the huge amount of money—totaling at least \$477,839.76 in first-year costs alone—that OEO will have poured out to operate this center, I again say these concessions imply political favoritism," Congressman QUIE said.

The ranking minority member of the Ad Hoc Subcommittee offered documentation that shows, he said, "a chronology of the actual facts":

Congressman QUIE's contention that the rental on the property is \$94,800 a year is correct, as proved by the lease itself. Boutin had disputed that figure.

That OEO is paying all taxes, insurance, utilities and repairs is correct, as he had said, even down to paying transportation, storage and personal property taxes on the unused hotel furniture.

Originally, Congressman QUIE had said the cost of renovating the structure was \$225,000. Boutin claimed \$187,000.

"Though listed under various bookkeeping headings, the best figure I can determine after further investigation is closer to \$350,000," Congressman QUIE said.

Congressman QUIE also quoted the West Virginia statute showing that his assessment figures on the hotel—challenged by Boutin—are correct.

"This is just another example of the way in which OEO operates its programs, even down to determining costs," Congressman QUIE said. "I might suggest that OEO pay more attention to getting its figures straight."

[Republican poverty memo, Republican members Poverty Subcommittee, Apr. 15, 1966]

No. 14A: CREDIBILITY GAP AT OEO—CHARLESTON REVISITED

"Congressman QUIE, the figures that were given to you . . . were inaccurate." Thus, in testimony on March 23rd Bernard L. Boutin of the Office of Economic Opportunity began a point by point denial of facts presented by ALBERT H. QUIE (R. Minn.) four days earlier with reference to the Charleston, West Virginia, Women's Job Corps Center. The same day Congressman SAM GIBBONS of Florida took the floor defending OEO and declaring that Congressman QUIE, inadvertently, was wrong.

Further investigation in Charleston not only showed that Congressman QUIE was right but that he conservatively understated the established facts that add up to scandalous poverty profits to a leading Democrat office holder in West Virginia. Congressman QUIE said the Hotel Kanawha was owned by a corporation whose president was Angus Peyton, a prominent Democrat and the present Commerce Commissioner in West Virginia. This is undenied. Congressman QUIE said that the Kanawha Hotel Lease provides for payment of \$94,800 a year net profit, after the Federal government reimburses for taxes, insurance, utilities and repairs. Mr. Boutin said the rent was \$90,000. The fact is that the rent is \$94,800 and the Federal government pays, in addition, \$4,800 a year for the storage of old hotel property.

Congressman QUIE said assessments in West Virginia were by law 50% of market value. Mr. Boutin said they were 40%. Chapter 18, Article 9(a), Section 4 of the West Virginia code provides that assessed valuation shall not be less than 50% nor more than 100% of appraised valuation.

Mr. QUIE said that the Federal government has spent at least \$225,000 renovating the rundown Kanawha Hotel. Mr. Boutin said they have spent only \$187,000. The fact is the Federal government has spent \$345,000 to renovate the hotel into a Job Corps Center. This includes \$290,026.60 spent on repairs and installation of equipment, \$24,936.77 for electric, heating and plumbing items which they call "maintenance" and \$30,586.14 for outstanding mechanics liens.

Mr. QUIE said that the Kanawha Hotel was worth about \$250,000 at the time it was chosen for a Job Corps Center. Mr. Boutin claimed it was worth \$438,000 in 1965 and \$508,250 in 1966 (perhaps slyly including in its value \$345,000 worth of renovations at taxpayers' expenses!) The fact is that reli-

able real estate brokers in Charleston indicated the Hotel Kanawha was worth about \$250,000 prior to renovation. A somewhat older but comparable hotel in Charleston, the Milner-Ruffner, with more land and a more valuable location, sold on February 1st this year for \$200,000.

Mr. Boutin defended the Kanawha Hotel expenditures with the claim that annual square foot rental cost is less than one dollar. This figure must have been computed by dividing the erroneous \$90,000 per year rental by 100,000 square feet. This becomes an entirely meaningless computation when it is understood that it ignores \$4,800 being paid annually for storage of the old hotel furniture, \$7,500 paid annually for taxes (including taxes on the furniture in storage and the hotel's accounts receivable), \$5,740 paid annually for insurance and \$4,800 paid annually for rent in addition to the \$90,000 reported by OEO. Certainly a meaningful annual square foot cost figure should include all annual expenditures, not to mention \$16,000 to settle leases of former tenants and some annually amortizing of the \$345,549.51 renovations. Who does Mr. Boutin think he fools by citing such glib and misleading figures?

In Summary, the poverty program has spent \$345,549.51 renovating a rundown hotel worth about \$250,000. A corporation, whose then president is a leading West Virginia Democrat, receives \$94,800 per year profit on property worth \$250,000. That is a poverty profit of 38 percent a year. An OEO official described the Charleston Women's Job Corps arrangement as "the very best deal that could be gotten." The taxpayers might be justified in asking "the best deal for whom?"

[Republican poverty memo, Republican members Poverty Subcommittee, April 20, 1966]

No. 16: THE KANAWHA HOTEL—A LOGICAL CHOICE?

Congressman ALBERT H. QUIE pointed out today more errors in the March 23 testimony of Bernard L. Boutin, Deputy Director of the Office of Economic Opportunity. Boutin was testifying before the Ad Hoc Subcommittee on Poverty of the House Education and Labor Committee.

Congressman QUIE was attempting to learn more about a feasibility study that had been conducted to determine if the run-down Kanawha Hotel in downtown Charleston, West Virginia, was suitable for a Women's Job Corps Center.

The engineer who conducted the feasibility survey twice said that it was not suitable—and was fired for his trouble. The Kanawha Hotel was leased from the Kanawha Hotel Corp., whose president was Angus Peyton, West Virginia Commerce Commissioner and unsuccessful 1964 Democratic candidate for the State Senate.

Boutin was just one of three OEO officials that Congressman QUIE questioned about the feasibility study. He also asked Benetta B. Washington, of OEO's Women's Centers Division, who had conducted the study. She said it was OEO's own engineers. Congressman QUIE asked Milton Fogelman, OEO contracting officer, who had conducted the feasibility study. Fogelman said it was Consolidated American Services. He was right. Boutin's version came out like this:

Mr. Boutin: "Survey for this was done by GSA for us. The facilities that were carefully looked at was the Ruffner Hotel, the Holley Hotel, the hotel in question, the Daniel Boone Hotel and the Holiday Inn Hotel."

The "hotel in question" was, of course, the run-down Kanawha.

Congressman QUIE had charged earlier that selection of the Kanawha Hotel, coupled with the \$94,800 annual rental and the fantastic cost of rehabilitation which mounted the

first-year cost of the site to at least \$477,839.76, "implies political favoritism."

(Boutin also testified before the Ad Hoc Subcommittee that the first-year cost figures advanced by Congressman QUIE were inaccurate. Subsequent investigation showed that Congressman QUIE was right—Boutin wrong.)

As in the case of the cost figures, Boutin's testimony that several sites were "carefully looked at" appears to be inaccurate and misleading.

In order to determine what, if any, alternatives were considered for the location of the Charleston Women's Job Corps Center, Congressman QUIE had the minority investigator of the Ad Hoc Subcommittee make a check, with the following results:

On March 28, 1966, Mrs. Mary Lee Crowley, owner of the Holley Hotel on Quarrier Street in Charleston, said that at no time did she consider leasing the Holley Hotel to the Office of Economic Opportunity or its contractor, Packard Bell Electronics Corp. She recalled that early in 1965 a representative of Packard Bell called on her and asked if she would be interested in leasing the hotel as a Women's Job Corps Center. Mrs. Crowley told this man that she was interested in selling the hotel, but not in leasing it. She remembered that his manner was abrupt and her conversation with him was less than five minutes. To her knowledge, no surveys or studies of the Holley Hotel were made by Packard Bell, OEO, or General Services Administration, which Boutin claimed made some studies for the OEO program.

Also on March 28, 1966, Mr. Joe Reiser, Assistant Manager of the Daniel Boone Hotel at Washington and Capitol Streets in Charleston, said that to his knowledge no studies or surveys of the Daniel Boone Hotel were made by Packard Bell, GSA or OEO in contemplation of a Women's Job Corps site. He said no approach or offer had been made to the Daniel Boone management by any representative of these organizations. On April 6, 1966, Mr. Reiser said he had been in contact with Mr. Roger S. Creel, General Manager of the Daniel Boone, who had been vacationing in Miami, Florida. Mr. Creel confirmed that at no time was any offer made to the Daniel Boone management regarding the Women's Job Corps Center and to his knowledge no studies or surveys of the hotel had been made for that purpose.

On April 6, 1966, Mr. Lyman Stanton, President and General Manager of the Holiday Inn Hotel on Kanawha Boulevard in Charleston, told the same story. He said that no approach or offer had been made in regard to the Women's Job Corps Center site and to his knowledge no studies or surveys of that facility had been made.

On March 30, 1966, Mr. Vincent Chaney, Charleston attorney who had represented the Ruffner Hotel for years prior to the sale of the building on February 1, 1966, said that to his knowledge no action had been taken in any way by Packard Bell or OEO in consideration of the Ruffner Hotel as a Job Corps site. His statement was affirmed by Mr. R. G. Lilly, Sr., Charleston attorney and principal stockholder of the family-owned Ruffner Hotel prior to its sale.

Mr. Lilly said, however, that in 1965, when he learned that a Women's Job Corps Center had been planned for Charleston, he was interested but was never approached.

Had he been approached, Mr. Lilly said, he would have been very interested in leasing the Ruffner Hotel as a Women's Job Corps Center for much less than the \$94,800 annual rental on the Kanawha Hotel.

Mr. Lilly described the Ruffner Hotel as a six-story building with basement and penthouse which includes about 170 bedrooms. He said the hotel has been leased to the Millner Co. of Detroit, Michigan, during the past three years under an arrangement where the hotel owners received 17 per cent of the

gross income. This resulted in the following approximate incomes to the hotel: 1965—\$21,000; 1964—\$18,000; and 1963—\$14,000. Under the terms of the lease, the Ruffner Hotel paid taxes and insurance on the building and its furniture.

Under the Kanawha Hotel-Packard Bell lease, the Office of Economic Opportunity pays taxes and insurance on the hotel and its furniture, as well as furniture storage.

"It seems apparent from these figures that Mr. Lilly would have been glad, as he has said, to lease the Ruffner Hotel for much less than \$94,800 a year," Congressman QUIE said in a speech on the House Floor today. "Based on information furnished by responsible Charleston hotel representatives, it is apparent to me the Kanawha Hotel was the only site considered."

"This is in addition to the errors I pointed out previously in Mr. Boutin's testimony before the Ad Hoc Subcommittee," Congressman QUIE said. "As far as I am concerned, so many errors of such a basic and grave nature are enough to discredit Mr. Boutin's entire testimony. This is another example of the chaotic and make-it-up-as-you-go administration that seems to be so much a part of every-day operations at the Office of Economic Opportunity."

I also say that at St. Petersburg the rental of this property for 18 months was more than the appraised value. In addition, it was poorly located in a residential community for the elderly, a poor selection, and there was a necessity to close the camp after only 42 graduates with a cost of \$39,205 per graduate:

[Republican poverty memo, Republican members Poverty Subcommittee, May 13, 1966]

NO. 25: ROCKING CHAIR VERSUS ROCK AND ROLL, OR COMMUNITY RELATION ATROCITIES IN ST. PETERSBURG, FLA.

(To be delivered from the floor of the House of Representatives by Hon. CHARLES E. GOODELL)

Mr. Speaker, a first requirement in successful operation of a Job Corps center is good community relations. In St. Petersburg, Florida, Job Corps officials have acted out a textbook version of how not to promote good community relations. In April, 1965, they opened a Women's Job Corps Center in the Hotel Huntington in a quiet area surrounded by residential dwellings for retired people. The rental of the Hotel Huntington for 18 months totalled more than its appraised value. Community resistance and resentment were overwhelming. At the time an OEO spokesman, referring to Women's Job Corps Centers, said, "The St. Petersburg Center is the first. If any mistakes have been made, the responsibility is mine and I will learn from them."

After one year, OEO had graduated 42 enrollees from the St. Petersburg Center at a cost of \$1,646,601, averaging \$39,205 per graduate. The monthly cost of the St. Petersburg facilities is by far the highest of any Women's Job Corps Center in the country.

Training and classroom facilities were spread over four separate locations in St. Petersburg, and the Pinellas County School Board, the Center's sponsor, has been locked in continuous struggle and controversy with OEO, causing them now to terminate their contract.

Having blundered so disastrously in their selection of the Huntington site and in promoting good community relations in this first Job Corps operation, OEO has now demonstrated their "new look" in community relations and demonstrated how they have learned from past mistakes. On May 4, with great gusto, OEO announced the Center will be moved to the old luxury Soreno Hotel under a 14-month contract for \$3.1 million.

Amazed local officials lost no time in reacting. On May 10, the St. Petersburg City Council passed an ordinance precluding the use of the Soreno Hotel for a Job Corps Center. On May 11, the School Board refused to extend the current contract for use of school facilities. Protests rose from every corner, including community businessmen and planners who found the Job Corps location in direct contradiction of redevelopment and rehabilitation plans for that area of the city. The Governor has indicated he will try to veto the project.

It would appear that Job Corps officials have leapt from the frying pan into the fire, and they owe Congress and the people of St. Petersburg some explanations:

(1) Did any community officials agree to the Soreno Hotel location before it was announced?

(2) Could the dreamers at OEO come up with any location that would cause more community disruption in St. Petersburg?

(3) What possible basis did they have for selecting a community like St. Petersburg for a Job Corps site in the first place?

(4) What accounts for the apparent obsession at OEO to rejuvenate old hotels in unsuitable locations?

(5) Under present policies can they hold out any hope to the American taxpayers that they will ever get their cost per Job Corps graduate down to as low as \$20,000, without counting dropouts as graduates?

Mr. Speaker, my colleague, Congressman QUIE, and I are particularly affronted by Job Corps bungling because of our long-time sponsorship of the Job Corps approach. Three years before the War on Poverty, we proposed experimental skill centers for young people who need to be liberated from their immediate environment in order to respond to educational training. The Education and Labor Committee this week has rejected summarily a whole series of Republican amendments to tighten up Job Corps procedures and to counter the mass production psychology that still seems to prevail at OEO.

Our 100-page Opportunity Crusade, as a complete substitute for the poverty war, would require proper planning, consultation with local officials and sensible economic management. It would direct Job Corps officials by specific provision of law to "stimulate formation of indigenous community activity in areas surrounding Job Corps centers to provide a friendly and adequate reception of enrollees in community life."

Mr. GIBBONS. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentleman from Florida.

Mr. GIBBONS. In connection with the St. Petersburg Job Corps Center, I think it is appropriate to point out at this time that a Job Corps type of center was operated in St. Petersburg, Fla.—not in my district, but in the district of one of your colleagues. For about a year it had been a very successful program. It was not until the same contractor, which happened to be a member of the local school board, which is a Republican school board, moved the center voluntarily from where they had been operating it to the place where they were finally run out by public opinion that they got in trouble.

Frankly, I do not think they would have gotten into trouble had it not been for unjustifiable and unwarranted criticism, emulating some of it right here in this Congress, of the program. As I say, this is not in my district, but I visited the St. Petersburg Job Corps Center on a number of occasions. I talked with

enrollees there; I talked with the people running the program. Frankly, it was the national publicity, much of it generated I think in political spite, which threw the St. Petersburg Job Corps Center into a tailspin.

I regret very deeply that this injustice was done to these young women. They were severely hurt personally. The program was severely hurt.

Mr. QUIE. I wish the gentleman would use some of his time for a spell, because we are going to be short on ours. I think you made your point.

Mr. GIBBONS. I think I have, too.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield for a question?

Mr. QUIE. I yield for a question only to the gentleman from Michigan.

Mr. WILLIAM D. FORD. The gentleman in the well has made reference now to the specific project carried out by Consolidated American Services, Inc. The CONGRESSIONAL RECORD is replete with his references.

The CONGRESSIONAL RECORD is replete with the previous remarks of the gentleman about this. Also I called the attention of the House yesterday to Congressman SLACK's detailed reply.

Mr. QUIE. What was Congressman SLACK's detailed reply on?

Mr. WILLIAM D. FORD. It is in the CONGRESSIONAL RECORD.

Mr. QUIE. I know about those on the Kanawha Hotel. Does he have one on ConAm also?

Mr. WILLIAM D. FORD. Yes, on April 25, beginning on page 892, there is a reply to the gentleman's previous charges. On page 845 of the hearings, we had before our committee Mr. Boutin. He made this statement in response to a question by the gentleman in the well:

Congressman QUIE, the figures that were given to you and through you were put into the CONGRESSIONAL RECORD were inaccurate.

Is the gentleman now relying on the figures that show in the official transcript of the hearings for the information that he is putting out today? Is the gentleman relying on the figures that he previously put in the CONGRESSIONAL RECORD, which a representative of that company testified before our committee were inaccurate?

Mr. QUIE. I made a further investigation, and I found out that Mr. Boutin was the one who was inaccurate.

In fact, my first figures were conservative. I had it checked thoroughly and found out what the situation was. I found out that OEO subsequently went to check on my figures and found them accurate. That is why they have not returned with any statement that said their figures were originally correct. My figure was \$94,800 annual rent; Mr. Boutin said that was inaccurate, that it was really \$90,000. He was the one who was inaccurate, not me. I checked the contract again which showed that it was \$94,800. Anyone can read the contract and see that I was correct. I laid out the exact figures. I saw nothing in the rebuttal of the gentleman from West Virginia which disproved any of the facts which I gave. To date no one has disproved those facts.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentleman from New York.

Mr. GOODELL. Mr. Chairman, I see no reason to take up the time of the gentleman in the well, because the gentleman from Michigan has not read the two subsequent speeches that came after the statement of Mr. Boutin in the hearings, in which the gentleman from Minnesota [Mr. QUIE] reports on the full investigation and what the facts were, which proved to be worse than his original allegation. They have never been contradicted, since the gentleman from Minnesota [Mr. QUIE] followed up for us on April 20, and thereafter gave the full facts of the investigation.

Secondly, the gentleman from Florida and the gentleman from Michigan are talking about mixing up two entirely different situations. The Kanawha Hotel has nothing to do with Consolidated American Services, that is, ConAm. ConAm was an entirely different poverty million-dollar contract. I made a speech on this in August and I followed up on it yesterday. It has absolutely nothing to do with the Kanawha Hotel.

Mr. QUIE. With this exception, the ConAm surveyed the Kanawha Hotel.

Mr. GOODELL. Mr. Chairman, will the gentleman yield further?

Mr. QUIE. Yes, I yield to the gentleman from New York.

Mr. GOODELL. Part of the reference that was in the Kanawha Hotel dispute was that ConAm had made a survey at the Kanawha Hotel, but the facts did not have anything to do with ConAm. The facts were developed by investigators as to what the facts were in the rundown Kanawha Hotel.

Mr. QUIE. The gentleman is absolutely correct.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentleman from Michigan.

Mr. WILLIAM D. FORD. Mr. Chairman, I believe the gentleman who just spoke is obviously the one who has not read the Record, because he says the statements made by the gentleman from Minnesota [Mr. QUIE] are answered on the 25th of the April, 5 days later, by Congressman SLACK.

Mr. QUIE. If the gentleman would read the comments of the gentleman from West Virginia [Mr. SLACK] he does not in any way claim my facts are incorrect.

Until I find somebody from OEO who can prove that my facts are incorrect, they stand as they are. I know they are correct, because we did the kind of thorough investigation that should have been done by our committee. So I will yield no further on this point, unless someone can come forward with some facts. There is no use haranguing the situation.

A serious situation regarding the high cost of Job Corps facilities is found in the subcommittee report of October 27, 1965, signed by majority and minority investigators:

Mr. McManus (the Community Relations Chief) also estimated on October 20th that Atterbury's total cost during its initial 18 months of operation would be approximately \$5,000,000 more than the original grant of \$10,828,000. He ascribed half of the projected increase to rehabilitation and construction costs which would amount to \$3,000,000 instead of the estimated \$500,000.

This, I might note, is a 500 percent increase in cost. I will point out here about the excessive salaries.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield?

I understood that to be an invitation to come forward with some facts.

Mr. QUIE. That is correct.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I will yield for some facts.

Mr. WILLIAM D. FORD. I would simply like to call the gentleman's at-

tention to the record of the hearings and to ask once again whether, in making the accusations he now makes, he relies upon the figures in our hearings, here branded as inaccurate, or whether he relies on something other than the figures elicited during the hearings.

Mr. QUIE. I repeat to the gentleman, if he misunderstood me before, that the statement of Mr. Boutin was incorrect and inaccurate. The gentleman can call him and find out for himself, or he can call the OEO and find out for himself. They will tell the gentleman Boutin's figures were inaccurate.

One would tend to believe a person in Boutin's position, so I subsequently investigated further and put into the Record accurate statements as to what the situation was, finding not only that Boutin was inaccurate but that I had used conservative figures previously.

Let me proceed.

The excessive salaries which have been paid to urban Job Corps employees have resulted in extraordinary expense and the proselyting of personnel from existing school systems and from other public services. We pointed out in the memorandums the various Job Corps centers and the salaries people are receiving now as compared to the salaries they received prior to being employed by the Job Corps centers.

We heard in testimony before the General Subcommittee on Education that there are similar facilities for \$2,000 or \$3,000 per annum, with 85-percent placement, even taking Job Corps rejectees in residential vocational schools.

I will insert at this point in the Record—and I will ask permission when we go into the House—a chart taken from the Education and Labor testimony, and excerpts from the testimony of Mr. Don Watson, the director of the Mahoning Valley School in Vienna, Ohio, in which he lays out the good job being done in this program.

The material referred to follows:

Breakdown of training costs (includes capital outlay and cost of equipment)

Project ¹	Trainees approved	Trainees actually enrolled	Trainees graduated	Approved educational training cost ¹	Average cost per pupil ²	Approved training allowance, transportation, subsistence ²	Average cost per pupil ³	Approved total ²	Average cost per pupil ⁴
S-1-1-1	648	800	442	\$806,912	\$1,048	\$1,188,903	\$1,384	\$2,129,318	\$2,479
S-1-1-2	95	90	53	58,000	645	135,372	1,384	193,483	2,150
S-1-1-3	3	28	11	22,182	792	48,430	1,730	70,612	2,522
S-1-1-4	805	803	423	969,241	1,144	1,379,942	1,656	2,332,804	2,800
S-1-1-5	95	107	53	34,379	882	176,626	1,651	251,005	2,333
Total	1,646	1,917	984	2,927,896	1,058	2,928,563	1,528	4,997,222	2,607

¹ Costs indicated are approved amounts and not necessarily amounts expended.

² Average costs are based on figures in col. 3 which reflect trainees actually enrolled.

MR. DON WATSON, DIRECTOR, MAHONING VALLEY SCHOOL, VIENNA, OHIO

When we discuss our placement figure of 80 to 85 per cent, people say, "Well, yes, but the employment situation is very good right now, this is not a true evaluation". Maybe it is not, but I think it is necessary to point out the fact that these 400-some disadvantaged boys that we have were part, in many cases were part of that 4 per cent that were still unemployed. They were unemployed when they came to us, and they are getting jobs now.

In our guidance service we have, of course, orientation and testing. We feel it is very

important to get them into the right spot, get the square pegs in the square holes. We have met with very little resistance of getting boys to go into the vocational area. They all want to do what they have the best chance of succeeding in. Our counseling service, the guidance department serves—it is on a consolidated basis to the training, housing, groups or individuals.

In other words, they make it a point to know as much about each individual case as they can in order that they might help us to better design a program that will meet their needs. The results of the residential vocational program—before I hit on that, the

matter of service under the guidance program, our work-study program, Section 13, P.L. 88-210.

Now many of our students do not receive a training allowance. If they have not been out of school for a full year, they are not eligible for a training allowance. If they are 16, they aren't eligible. If they turn 22 when in the program, they are not eligible. The first year we noticed that we had quite a few boys dropping out because they said they could not afford to stay, they had financial obligations. We have used the work-study program the second year. We have had very few—I can't recall when we had a boy that

dropped out for financial reasons. We have them performing such tasks as custodial work, good service, grounds keeping, clerical—this sort of thing, at a dollar and a quarter an hour. It has been a tremendous help.

Some of the state people wonder how we buy parts for these automobiles, but I can assure you they are strictly by the students themselves. As far as the cost of the program, Dr. Shoemaker hit on this very briefly on page 24. In the testimony you will find a breakdown of every project that has been approved since the school started.

The number of trainees, the total average for every one, is right now \$2,607. We think this is very economical. I have been questioned on this locally. That is pretty expensive. It is. We could do it in the public schools, at the high school level, for one-fifth or one-sixth of this. But it has not been done. It is necessary to do it now. It becomes more expensive to do it this way. Even at that price that you mentioned earlier, Mr. Chairman, the taxpayers will, I think—this is a good investment, because they will join us as taxpayers. It has been estimated within a period of three years they will pay back the investment and from then on it is profit; that they will be buying goods and paying taxes.

Mr. MEEDS. My compliments to you and to your program, in fact to the vocational education system of the State of Ohio. I think you have a tremendously fine vocational educational system.

Mr. WATSON. Mr. Chairman, I left out one very important item, and those are the recommendations. They are not exactly the same as Dr. Shoemaker and Dr. Ramsey's. We do have a good working relationship, however. It is my recommendation, on page 34 of the testimony, that funds be made available for the construction and operation of the residential vocational schools as stipulated in Section 14, P.L. 88-210. Number 2, that funds be authorized and appropriated under P.L. 88-210 for the construction, equipping, operating of vocational schools throughout the country. Ohio is using all monies available. We see the results of a lack of vocational education offerings in public schools.

And also I would recommend additional funds from the Vocational Education Act for the training of new vocational teachers and upgrading of present vocational instructors. This has been a very serious problem with us. We have fortunately been able to acquire a very competent staff, but we are losing them. We lost two this month to the Job Corps, because of the training they have had here. We can't afford to lose these people.

The work-study program made possible through Section 13(b) continued on a 100 per cent federal reimbursement basis, thus providing an effective tool in the struggle to prevent dropout—

Mr. PERKINS. The two you lost to the Job Corps, was that because of better salaries?

Mr. WATSON. These were very dedicated people, but I am convinced you can buy dedication. I think this is exactly what happened.

Mr. FORD. It is hard to make the payments on the family car and family home with dedication.

Mr. WATSON. Right. It was quite a bit higher salary.

Thank you, gentlemen.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentleman from New York.

Mr. GOODELL. Just in summary, if

I may so state, Mr. Watson testified on July 12, 1966. We had a variety of other testimony from others as to the job being done in the new area residence vocational program. Mr. Watson pointed out that the Mahoning Valley School in Ohio is a State-run school with Federal vocational education support. They incorporate supportive services with a vocational training comparable to the Job Corps. They take Job Corps and in some instances Job Corps dropouts and rejects. They have an 80- to 85-percent placement figure upon graduation. The per enrollee cost per year is \$2,607 as compared to the testimony we have on the Job Corps, which ranges from \$9,000 to \$12,000 per year cost per enrollee.

Mr. QUIE. I thank the gentleman.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield for a question?

Mr. QUIE. I will yield just for one question, and after this I should like to complete my statement before I yield further.

Mr. WILLIAM D. FORD. The question is to the gentleman from New York. I understood him to be quoting from testimony taken on July 12, 1966. Since this bill left our committee on June 1, I wonder if the gentleman would tell us where and before whom this testimony was given?

Mr. QUIE. I will say that the testimony was before the subcommittee of the gentleman from Kentucky [Mr. PERKINS].

Mr. GOODELL. The general subcommittee on Education, of the gentleman from Kentucky [Mr. PERKINS] on July 12.

Mr. QUIE. Mr. Chairman, I also wish to point out alarming instances of violence involving Job Corps enrollees in Job Corps centers and neighboring towns and cities. This emphasizes the need for more discipline, for more effective security, for more careful screening and selection of enrollees.

We recognize that the program is designed to assist the disadvantaged youth, and we can expect incidents to occur. A large number of them will have had scrapes with the law before they came in.

However, Congress did not intend the Job Corps centers to replace reformatories or to push out well-meaning and more ambitious youths because of fear.

The CHAIRMAN. The time of the gentleman from Minnesota has again expired.

Mr. QUIE. Mr. Chairman, I yield myself an additional 5 minutes.

I shall give some of the reasons for the discipline problems. These ought to be corrected.

There are no background checks for criminal records.

As a result of the speeding up of recruitment, in many cases they have had no health checks.

Lastly, there has been no individual authority given to the camp directors themselves. We pointed out the incidents at Mountain Home, Idaho. After this Director Stoddard, of the Bureau of Land Management, responsible for that particular camp, issued a memorandum giving his directors dismissal authority.

[From the Washington (D.C.) Evening Star, Mar. 2, 1966]

Order Unsubstantiated Says Star Joe Corps Camps Told—Bureau of Land Management Asked Also To Bar Problematic Personnel
By Our Staff

The directors of the six Job Corps Conservation Centers operated by the Bureau of Land Management have been ordered to refuse to accept delivery of problem personnel to discharge "unsubstantiated" charges.

Charles H. Stoddard, director of the Bureau, said he had held up the effective date of the order during negotiations with the Office of Economic Opportunities but that it would go into effect in a week.

His order issued in a teletype message Feb. 24, is the first open break between OEO and the head of one of the many government agencies that operate the Job Corps camps. Many others, however, are reported to be as disturbed as Stoddard.

Stoddard's order, which was obtained by The Star from sources outside the Department of the Interior, said:

DISCHARGE TESTED

"It is apparent from continuing incidents at your centers that poor screening of candidates for enrollment in the program has and is having a deleterious effect on the program. Additionally your lack of authority to immediately discharge unsubstantiated personnel has led to serious troubles in maintaining discipline.

For above reasons I direct you to review records you now have on your personnel and to discharge immediately any who show a history of serious and repeated offenses against persons or property, extreme sexual deviation, or emotional disturbances.

"You will take this action without regard to procedures established by OEO when same will cause overburdening of your staff, adverse community relations, escalation of discipline problems with other personnel, or serious morale problems at your center.

RECORDS CHECKED

"As you receive additional new enrollees and advance records indicate problems of the stature stated above, you will not accept delivery of personnel but will return them to their homes immediately.

"Should you be questioned from any source as to your authority to take the above actions, you will quote this communication from me."

Stoddard said the Bureau of Land Management, a part of the Interior Department, operates the six Job Corps Centers with money appropriated for that purpose. The centers have an enrollment of about 1,000 youths, with a weekly turnover of about 5 percent, he said.

The OEO retains control over education and discipline, he said, and all cases requiring major disciplinary action must be cleared with OEO in Washington. It is days and sometimes weeks, he said, before a decision comes back from Washington.

SPECIFIC CASES SOUGHT

Directors of the centers have been asked to send Stoddard reports of specific cases to back up his order giving them disciplinary authority.

"I hope to have a good night case in a week or so," he said.

Stoddard said he had heard nothing directly from OEO since his order went out, but "we've been talking to them for a year and getting nowhere."

One of Stoddard's major complaints is that the OEO does not operate screening centers and the result has been that youths with criminal records and serious emotional disturbances have caused serious problems in the Job Corps centers.

In a memorandum to Secretary of the Interior Stewart L. Udall telling about his order, Stoddard said:

"Over many years the BLM has built favorable relations with communities in which our field operations are situated. . . . Assurance was given the public that youth who show a history of serious and repeated offenses against persons or property would not be enrolled in the program. This has not been the case.

"To illustrate this point, I cite the difficulties experienced at our center at Mountain Home, Idaho, which was the subject of considerable discussion recently in the House of Representatives.

"On Oct. 19, 1965, we were notified by the center director at Mountain Home that 18 enrollees of a group of 37 scheduled for input at his center had criminal records, several with serious and repeated offenses. In spite of appeals from the center director and from the Departmental Job Corps staff, OEO proceeded with the scheduled input. One of these enrollees performed the stabbing which led to the recent notoriety at that center."

OTHER INCIDENTS CITED

In a separate statement of the underlying reasons for his order, Stoddard cited a number of other incidents and said:

"This series of events need not have occurred. From the beginning the record will show that I have asked for disciplinary authority on the part of center director who is in the final analysis as responsible for his camp as the captain of his ship.

"Furthermore, I have exhausted every channel of communication to urge OEO to establish reception centers as a means of screening misfits, outfitting, providing medical examinations and adequate orientation prior to arrival at camp. . . .

"Many people in the national conservation movement who worked strongly for the passage of the Antipoverty Act did so only because the Youth Conservation Corps program was an integral part of it. They are deeply concerned over the failure to date, and wish to see corrective action taken immediately.

POORER QUALITY DUE

"But in December the federal conservation agency liaison people were told that the enrollee input would be of poorer quality than previously and that boys not capable of meeting Urban Center standards would go to Conservation Centers. If these moves were not calculated to ruin the program this could be their only result.

"If OEO will establish Reception Centers and delegate adequate disciplinary authority to Job Corps camp directors, these easily preventable situations will not occur. As soon as this is done, I will be glad to rescind my order of Feb. 24. Furthermore, I will request a leave of absence from the Secretary of Interior to direct this program into a successful operation."

The Bureau operates Job Corps Centers at Kingman, Ariz., Mountain Home, Idaho, Antelope Mesa, Nev., Fort Vannoy and Tillamook, Ore., and Castle Valley, Utah.

Other centers are operated by Interior's Bureau of Reclamation, Bureau of Sport Fisheries and Wildlife, National Park Service, and Bureau of Indian Affairs, the Department of Agriculture's Forest Service and the California Resources Agency.

Later he was overruled, but he said:

It is apparent from continuing incidents at those centers that poor screening of candidates for enrollment in the corps is having a deleterious effect and additionally its lack of authority to discharge has led to serious trouble in maintaining discipline.

So what we have done in our substitute, the Opportunity Crusade Act, is to set up guidelines on which OEO shall

operate. We specify the kind of language which will eliminate the difficulty we have seen to date in the Job Corps centers because of the lack of discipline and screening.

The last point I want to make on the Job Corps, Mr. Chairman, is the very spotty procedure and poor job being done in the placement of youth after graduation. As has been stated now by the Director himself, the costs are something over \$9,000 per enrollee. You would think with this kind of an investment they would keep track of the individuals who have graduated, but we could find no good information on the enrollees and what happened to them afterwards. Many of them have not been able to get jobs or have been placed in jobs inferior to those that they had been trained for and even inferior to those that they had before entering the Job Corps. We received the graduation figures, and I would say they are discouraging. For instance, the lists given to us at Camp Custer indicate that 354 enrollees graduated prior to July 1, 1966. Of those 48 have been confirmed as placed. Of the remaining 306 they have been referred to the regional office for placement and nothing is known about their employment status. Now, can we be assured that this regional office made plans for employing those boys after costing the taxpayer an average of \$9,120 per graduate at that camp? Are they in the same unemployed state now as they were before the Job Corps experience?

I refer you to a letter from Dr. O. J. Baker, the director of the Camp Gary Center, who stated that of 855 of the 1,273 graduates about whom they had no information since being sent home for regional placement—

Due to the delayed organization of the regional organizations, the feedback is not complete of the corpsmen referred to other States for employment.

Now, we need to do something to help these young men and women to find jobs to be placed in what they are qualified for.

Mr. ANDREWS of North Dakota. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentleman from North Dakota.

Mr. ANDREWS of North Dakota. Mr. Chairman, I would like to commend my good friend in the well, the gentleman from my neighboring State of Minnesota, for the outstanding, sincere and dedicated job he has done over the past many months in examining the intricacies and mismanagement of this whole poverty set-up. The gentleman in the well, I think everybody realizes, is sincerely interested in finding a way to make this program more responsive to the needs of those people who must have help. Some of the amendments that have been offered in the committee, largely through the work of the gentleman from Minnesota [Mr. QUIE], and the gentleman from New York [Mr. GOODELL], and others on our side of the aisle, are very commendable. Particularly the one to put poverty personnel under the Hatch Act to protect against partisan political activity being financed in the name of welfare. There is one further amend-

ment that I think we should look over in the House and add to this bill if we are sincerely interested in fighting poverty. This is one that I often suggested to limit administrative expenses to not more than 10 percent of the funds appropriated for the program. On most any kind of a program in the field of welfare they can hold their administrative expenses down to far less than that. Most of them run around 1 or 2 percent. By "administrative expense" I mean salaries and expense items of the people who are running the program and not teachers' salaries or payments to the poverty stricken.

I am referring only to the people who do the administrative tasks and their expenses. This amendment, along with the Hatch Act coverage would do more than anything else to remove this program from being subject to waste and politics. I hope to offer this amendment or that someone on the committee will offer this amendment. However, I did want to take this brief moment now to inform the House about this amendment and to commend my friend in the well for the outstanding job he has done for all Americans for these many, many months.

The CHAIRMAN. The time of the gentleman from Minnesota has expired.

Mr. QUIE. Mr. Chairman, I yield myself 1 additional minute.

Mr. Chairman, I thank the gentleman from North Dakota and I will say with the understanding that there will be no cutting off of debate, that the gentleman from North Dakota should have an opportunity to offer his amendment.

Mr. FRELINGHUYSEN. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentleman.

Mr. FRELINGHUYSEN. I simply want to add my commendation to that which has been made of the gentleman from Minnesota. The questions he has raised in his discussion here are serious questions and the criticisms which he has made are telling. What disturbs me about the nature of this debate—and we are now well into our second day of debate—is the conspiracy of silence which seems to have developed.

The proponents of this particular committee bill seem determined not to talk about the inadequacies of the program as it is presently being operated. They failed to do this in the committee. They failed to take a good look at how the program has developed and where its weaknesses were, and what could be done to correct those weaknesses. Therefore, Mr. Chairman, the same criticism can be leveled now. Instead of accepting the valid criticism which the gentleman from Minnesota has made, they simply ignored it, apparently in an effort to obstruct the true facts in regard to this program, a program which everyone knows is not operating in an efficient manner.

(Mr. FRELINGHUYSEN asked and was given permission to revise and extend his remarks.)

Mr. GIBBONS. Mr. Chairman, I yield myself 1 minute for the purpose of answering the remarks of the gentleman from Minnesota [Mr. QUIE].

Mr. Chairman, these are the same old charges that the gentleman from Minnesota [Mr. QUIE] and the gentleman from New York [Mr. GOODELL] have issued in some 35 or 40 so-called anti-poverty memorandums that really were sort of glorified press releases by which they have tried to hack this program to pieces.

Mr. Chairman, there is nothing in the speech that has been made here on the floor today which has not been pointed out before, and which has not already been answered by responsible people, and that includes the remarks that were made by the gentleman from New Jersey [Mr. FRELINGHUYSEN].

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. GIBBONS. I want to yield to the gentleman from Michigan [Mr. O'HARA]. I believe I fully answered you.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. QUIE. Mr. Chairman, will the gentleman yield?

Mr. GIBBONS. Mr. Chairman, I yield such time as he may consume to the gentleman from Michigan [Mr. O'HARA].

(Mr. O'HARA of Michigan asked and was given permission to revise and extend his remarks.)

Mr. QUIE. Mr. Chairman, will the gentleman yield to me, since he used my name?

Mr. O'HARA of Michigan. Mr. Chairman, if the gentleman would withhold that request for a moment, I would like to help him out a little bit.

Mr. Chairman, I think it is a little unfair to accuse our friends on the minority side of "bringing up all the old charges again." Indeed, they have not done that. It is true, many of the charges they have brought up are old familiar friends to all of us, polished by the frequency of their use, and become, like an old slipper, almost comfortable from age alone. But they have not brought them all up. One old charge has been strangely absent from the remarks of the minority Members in this debate. I have waited for it, but my patience has gone thus far unrewarded.

I refer to the old charge, leveled so often by my colleagues from the other side of the aisle, that the program lacks coordination.

I have, Mr. Chairman, heard that accusation from minority Members time after time, in season and out, in the committee, in the corridors, in the cafeterias and in the cloakrooms. But I have not heard it on the floor. I suppose the reason for this strange silence is the unfortunate fact that the Republican proposal would have the effect of doing away with whatever coordination has yet been achieved.

Mr. GOODELL. Mr. Chairman, would the gentleman yield to me at that point?

Mr. O'HARA of Michigan. In just a moment I shall yield to my able friend from New York, but I trust he will bear with me while I finish this statement.

Mr. Chairman, the "opportunity crusade" or whatever it is called, that the minority has promised to offer as a sub-

stitute for the war on poverty, takes each and every one of these important OEO programs and scatters them among existing agencies, leaving no coordination whatever.

Mr. Chairman, one of the ideas for setting up an Office of Economic Opportunity—one of the central concepts behind the entire war on poverty—was to achieve coordination of existing programs, including those involved in this act, and others, so that all of the resources of this Government may be better brought to bear upon the problems of the poor. I think this is fundamentally sound, and our difficulty has been that we have had too little coordination. So while absolving our Republican colleagues from mentioning all the old charges, I shall help complete the catalog by bringing up the one they had thus far been so silent about.

But at the same time that I air this old charge, I want to point out that the legislation before the House today goes a long way toward meeting it.

Let us examine some of the specific things this bill does to achieve greater coordination.

Mr. Chairman, I have had something to do with the Manpower Development and Training Act and manpower training programs generally, and I would like to point out that this is one area in which minority and majority agree there has not been enough coordination in the past.

Let us examine what we have done in the bill before us today to make such coordination more feasible.

First, this bill amends section 201 of the Manpower Development and Training Act, by directing the Secretary of Labor to "coordinate and provide for combinations of programs to be pursued concurrently or sequentially, under this act—the Manpower Development and Training Act—with programs under other Federal acts—such as the Economic Opportunity Act—where the purposes of this act would be accomplished thereby."

This language, Mr. Chairman, opens up the many Manpower Development Training Act programs, which have proven their utility, to coordination with programs under this war on poverty, and, in fact, makes it the unmistakable public policy of the United States that such coordination shall be undertaken. This amendment, Mr. Chairman, is a clear and direct response to the repeated suggestions we have had on all sides for coordination and cooperation in this area.

Mr. REID of New York. Mr. Chairman, will the gentleman yield?

Mr. O'HARA of Michigan. I will yield to the gentleman after I finish my statement.

We have amended section 203(c) of the Manpower Development and Training Act, relating to the payment of training allowances for the Manpower Development and Training Act trainees to enable young people who have completed a stint in the Neighborhood Youth Corps to go directly to training under the Manpower Development and Training Act, and to do without suffering a substantial reduction in income. As the law now

reads, youth 17 years or older who have not had 2 years attachment to the work force are eligible for the Manpower Development and Training Act training only in certain cases, and if eligible may receive training allowances of not more than \$20 per week. The amendment allows youths who have completed the Neighborhood Youth Corps training to be referred to the Manpower Development and Training Act and to receive a training allowance equal to the average unemployment compensation weekly allowance. This amendment also allows the reference of such young people outside the 25-percent youth quota otherwise established by the Manpower Development and Training Act. These amendments will make it possible for the initial work of the Neighborhood Youth Corps to be continued and brought to fruition by the highly successful work of the Manpower Development and Training Act program.

In title V of the Poverty Act, as amended by this bill, the Director is authorized to transfer funds to the Secretary of Health, Education, and Welfare so that he may fund projects designed essentially to enable persons now on welfare to become employable. In order to bring the work experience and work training activities of title V under the same expert direction that is now exercised over the Manpower Development and Training Act and other Federal training programs, the Secretary of Labor is delegated administrative responsibilities for such programs, while the provision of supporting services remains the responsibility of the Secretary of HEW. To quote from the committee report:

Work and training without supportive services will be wasted upon the persons title V was designed to help. Services without the completion of the training-employment cycle will merely duplicate the ongoing welfare system. The coordination so essential to the success of title V is fostered both by structurally intertwining title V and MDTA section 251 and by giving the Secretary of HEW the ultimate control of the purse.

The bill before us contains other provisions to assure coordination and to assure the maximum use of the existing experience of the Departments of Labor and Health, Education, and Welfare in areas where the war on poverty needs them, and where their participation can be most effectively used.

In summary, Mr. Chairman, while this bill is not solely concerned with achieving coordination among existing agencies, this a major thrust of the legislation.

In the opinion of your committee, such coordination is necessary for more economical and, of greater importance, for more effective action in the Nation's struggle against the curse of poverty.

Mr. Chairman, in conclusion, let me quote, from the committee report, the following remarks, which I call to the special attention of the House:

The committee and its war on poverty task force devoted considerable attention to the Neighborhood Youth Corps. We have con-

cluded the program should be strengthened and its authorization considerably increased. Even with these improvements, close coordination with training programs under the Manpower Development and Training Act as well as utilization of remedial education and other services available under the Elementary and Secondary Education Act will be necessary if the Neighborhood Youth Corps is to reach a significant portion of the young people of America who need the training, work experience and earnings it furnishes.

The key word in that paragraph, Mr. Chairman, is "coordination." The war on poverty, as indeed it must, cuts across traditional lines of departmental jurisdiction and across traditional lines of professional expertise. It is not a welfare program, though many of the techniques of the welfare worker are needed. It is not purely a job training program, though job training is central to it. It is not a program to provide employment, though it cannot be denied that the finding of jobs for the poor is essential to eliminating poverty.

The need for coordination has been recognized on all sides. Indeed, some of the most eloquent pleas for greater coordination in this area have been made in previous debates by gentlemen on the other side of the aisle—pleas which have been persuasive to me and to many of my Democratic colleagues.

The CHAIRMAN. The time of the gentleman has expired.

Mr. QUIE. Mr. Chairman, how much time does each side have?

The CHAIRMAN. The gentleman from Florida [Mr. GIBBONS] has 1 hour and 34 minutes, and the gentleman from Minnesota [Mr. QUIE] has 1 hour and 2 minutes.

Mr. QUIE. Mr. Chairman, I will wait for the gentleman from Florida to yield time on his side.

Mr. GIBBONS. Mr. Chairman, I yield 5 minutes to the gentleman from New Jersey [Mr. JOELSON].

(Mr. JOELSON asked and was given permission to revise and extend his remarks.)

Mr. KREBS. Mr. Chairman, will the gentleman yield?

Mr. JOELSON. I yield to the gentleman.

(Mr. KREBS asked and was given permission to extend his remarks at this point.)

Mr. KREBS. Mr. Chairman, I rise in support of the Economic Opportunity Act Amendment of 1966.

In 1964 when President Johnson courageously called for a declaration of war on poverty, he was immediately received by Republican opposition cries of "election-year gimmick" and other arguments that such a poverty program resembled a "hodgepodge" of old programs that would do little to solve the causes of poverty.

Nonetheless, responsible Democratic Congressmen joined with their President in fighting poverty and appropriated almost \$1 billion—\$947.5 million—with which to carry on the fight.

In its second year against poverty, Congress allocated an expenditure of \$1.5 billion.

Now, for its third year of operation, the antipoverty program is scheduled to

receive \$1.7 billion—less than a \$200 million increase over the amount approved last year.

No one can reasonably deny that the current funds are insufficient to adequately fight the war against poverty. Those who have seen the statistics of deprivation know this is an inadequate appropriation. But, moreover, the victims of poverty know it.

In the past few days we have seen at least three worthy projects from northern New Jersey alone disapproved because of a lack of funds. Undoubtedly many other worthy projects would fall victim to the questionable economizing tactics of the poverty program opponents.

We can easily predict that the war on poverty is facing even harder days ahead. Already, the drain of money caused by other equally critical demands—such as the Vietnam war—are competing for priority with our domestic war on poverty. Currently, this Government is spending at least \$12 billion on the Vietnam war. This is a war that in 1 month cost our Government a sum equal to what is now proposed for an entire year of waging the other war—the war on poverty.

There are those critics of the poverty program who says this is too much of a drain on our national economy. Let me remind them that if we in Congress approve the administration's budget requests for 1967, the total would be about \$112.8 billion. Of this total, \$1.7 billion is being asked to fight poverty. This, keep in mind, approaches a meager 1 percent of the total budget.

Even more telling is the fact that the amount being authorized by the current legislation is shamefully less than one-half of 1 percent of the gross national product. It is a tragic indictment against our society if we cannot or will not reinvest in people even 1 percent of an economy spending \$732 billion a year.

I plead with my colleagues to join with those forward-looking Members of the House who intend to give more substance and meaning to accomplish the lofty objectives to which most Americans subscribe.

Mr. JOELSON. Mr. Chairman—

Mr. REID of New York. Mr. Chairman, will the gentleman yield for the purpose of clarifying the RECORD very briefly?

Mr. JOELSON. I will yield to the gentleman very briefly?

Mr. REID of New York. Mr. Chairman, I would like just to continue very briefly the colloquy with the gentleman from Michigan [Mr. O'HARA].

Mr. JOELSON. I do not think I would want to yield—the gentleman will have his own time.

Mr. FRELINGHUYSEN. Mr. Chairman, I make the point of order that a quorum is not present.

The CHAIRMAN. The Chair will count.

Mr. FRELINGHUYSEN. Mr. Chairman, I will withdraw my point of order if the gentleman from New Jersey will yield for the clarification of the RECORD.

Mr. JOELSON. Mr. Chairman, I am not interested in entering into any bar-

gaining with the gentleman from New Jersey. If you wish to pursue your point of order, you may do so.

Mr. FRELINGHUYSEN. I wish to pursue the point of order, Mr. Chairman.

The CHAIRMAN. The chair will count. [After counting.] One hundred and four members are present, a quorum.

The gentleman from New Jersey is recognized.

[Mr. JOELSON addressed the Committee. His remarks will appear hereafter in the Appendix.]

Mr. QUIE. Mr. Chairman, I yield 1 minute to the gentleman from New York.

Mr. GOODELL. Mr. Chairman, I do regret that after the gentleman from Minnesota [Mr. QUIE] took the floor and yielded so liberally to the other side, that we have not been able to answer allegations as they have been made. Mr. O'HARA indicated he would yield for an opportunity to answer his allegations about our supposedly dropping insistence on coordination and then did not, and now we have had no opportunity here.

But I would take this time to tell the gentleman from New Jersey that I also voted against the \$4 billion "pork barrel" bill on very much the same grounds he did.

I also would tell him the first words we have heard in this debate about inflation came from him today. We have not talked about cutting the cost of this bill simply to cure inflation.

What Mr. QUIE and I have said, and the Republicans on this side—and the gentleman obviously has not read the minority views, because a large portion of the minority views are devoted to laying out the Republican "opportunity crusade" specifically—is that we would redirect this program so it can get the money to the poor and train more of these people for productive jobs.

Mr. GIBBONS. Mr. Chairman, I yield to the gentleman from New Jersey a half minute.

Mr. JOELSON. Mr. Chairman, I thank the gentleman. I just want to say that the ranking Republican member of the Education and Labor Committee in his opening statement yesterday condemned this as an inflationary measure, and that was the burden of his attack.

Mr. QUIE. Mr. Chairman, I yield myself a half minute.

The CHAIRMAN. The gentleman is recognized for a minute.

Mr. QUIE. Mr. Chairman, I would say to the gentleman from New Jersey that he should get the words of the gentleman from Ohio, and check the RECORD, read them back, because it is plain he did not speak about inflation in his criticism of the program.

We keep getting these added comments from the other side where no point was made on our side. The gentleman from Florida says that our charges have been made before, as though he could put them off in this way, saying these are old charges which have been made before. He and OEO usually do not come up with any answers to them. I expect to get some answers now from my criticisms of the use of consultants today. I wrote a letter to the GAO and I wrote

a letter to the Civil Service Commission and I expect an answer, which cannot be said of letters to OEO.

Mr. Chairman, I yield 1 minute to the gentleman from New York.

Mr. GOODELL. Mr. Chairman, I had asked the gentleman from Florida to yield at the time he made this allegation about having answered all our charges. This is the way the OEO and the gentleman from Florida and generally those on the committee who were supporting this program as is have answered our charges. They have said they are drummed up old charges coming out of the newspapers. They have all been answered, they say.

Not a single one of these poverty memos has been contradicted in any of its major facts. I am putting the poverty memos in the RECORD again today. I would appreciate it if the gentleman from Florida would come forward and answer these.

Yesterday I made a speech on the floor about Con Am. I put in for the first time the sworn statement of Mr. Dan Miller, who was chief engineer of Con Am, and his statements about Con Am and its operation. It is a brandnew charge. Mr. Miller made new charges. He talked about the organization of this engineering firm and the problems in it. Now the gentleman comes back and says that this has all been answered. The serious charges still have not been answered.

Mr. GIBBONS. Mr. Chairman, I yield myself 1 minute to explain my position.

Mr. Chairman, I did not say and the gentleman misquotes me if he says that I said it, that I have answered all the charges. I said they have been answered by responsible people.

I did not say that these charges came out of the newspapers. I said they were going into the newspapers, from the Republican Party.

I meant to say that I answered these charges until they cut me off the mailing list. I have not been getting the poverty handouts since then.

I repeat, Mr. Chairman, all the charges have been answered by responsible persons.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. GIBBONS. I am glad to yield to the gentleman from New York.

Mr. GOODELL. All the charges of the poverty memos have been put into the CONGRESSIONAL RECORD, usually as speeches either by the gentleman from Minnesota [Mr. QUIE] or by me. They are readily available to the gentleman from Florida. I do not believe the gentleman has been taken off our mailing list.

We believe he knows about them. We would be glad to be absolutely certain he is on the list, because I believe the taxpayers want to know about this and the gentleman from Florida wants to know about this.

Mr. GIBBONS. Mr. Chairman, I yield the other half of that minute to the gentleman from New Jersey [Mr. JOELSON].

Mr. JOELSON. Mr. Chairman, I read from the CONGRESSIONAL RECORD of yesterday, page 22819, the words of the gentleman from Ohio [Mr. AYRES]:

Here is your chance to really help to trim nearly \$3 billion from the Federal budget * * *.

I know of nothing that is any more threatening to this country today than inflation. Here is one place you can help. You can help your constituents, and you can help the President of the United States.

Mr. POWELL. Mr. Chairman, will the gentleman yield?

Mr. JOELSON. I yield to the gentleman from New York.

Mr. POWELL. Mr. Chairman, I hold in my hand an answer to every single charge made by my good friends on the other side, documented.

Mr. QUIE. Mr. Chairman, will the gentleman yield?

Mr. POWELL. I do not have the floor.

Mr. QUIE. Mr. Chairman, I yield myself 1 minute.

I wish to say to the chairman of the committee, Mr. POWELL, if he has the answers on card file form, would he be so good as to put them in the RECORD so that everyone in the House can read them?

Mr. POWELL. I cannot ask unanimous consent now, because we are in the Committee of the Whole. When the Committee rises I will ask unanimous consent to place in the RECORD every single documented answer, line by line, to every charge made by my good friend and his colleagues on the other side of the aisle.

Mr. QUIE. Very good.

Mr. Chairman, I yield to the gentleman from New York.

Mr. GOODELL. It will be interesting reading, since I believe about half of the charges made have even been admitted to be true by the OEO. We will look at that closely. I am sure they do not contradict the major facts. I hope they will reveal more than the report of this committee on the investigation of the poverty program.

Mr. GIBBONS. Mr. Chairman, I yield such time as he may consume to the gentleman from New Jersey [Mr. RODINO].

(Mr. RODINO asked and was given permission to revise and extend his remarks.)

Mr. RODINO. Mr. Chairman, I wholeheartedly support this program. I am hopeful that amendments will be introduced to increase the amount under the program.

Mr. Chairman, I appreciate this opportunity to speak in support of this most essential legislation to extend the antipoverty program.

Despite the general prosperity of our Nation, there are among us citizens caught in a cycle of poverty, those who have been denied educational and employment opportunities, and who have not experienced the environment of hope the majority of Americans enjoy. We have undertaken a war to eradicate this enemy of our democratic society, and I am sure there are few Americans who would deny the validity of our objective or the moral responsibility to our fellow citizens upon which it rests.

The city of Newark, in my congressional district, was one of the first communities to participate in the fight against poverty. And its experience is a

most encouraging example of the invaluable aid the program can provide. Newark has shown what can be done with funds made available under the program, how disadvantaged individuals can be helped and social disruption or violence prevented with the help of the creative and positive projects the city has undertaken. In this connection, I would like to include with my remarks a fine editorial from the Newark Star-Ledger of September 23, 1966, which comments cogently on the "brave, earnest effort" by our pioneering antipoverty agency, the United Community Corp.

Now, however, the UCC's future programs are threatened, and all the progress made to date may be jeopardized.

The bill before us authorizes an inadequate level of funds for the next fiscal year. The UCC has estimated that it needs at least \$9 million in the coming year merely to keep existing programs in operation at capacity. But under this bill the budgetary guidelines for the city of Newark include only \$3.5 million.

Mr. Chairman, Newark is only one of many cities and communities which will suffer unless these funds are increased. The \$1.75 billion approved by our House committee is simply not enough to properly carry forward the antipoverty program throughout the country. It is urgent that the authorization be increased to the amount of \$2.5 billion, which I am glad to note is the amount approved by the Senate committee.

A second most essential need is for the allocation of more money to the community action program. Of greatest concern is the reduction in unearmarked community action program funds, for it is this area of the program which permits local communities, the poor and their representatives, to assign priorities and to develop the most effective programs for their individual situations. I understand that there are now more than 1,000 community action agencies in the Nation, an increase of about 300 percent as compared to last year. And this means there will be even less money available than last year, resulting in a curtailment or elimination of existing projects.

Another important change is needed if we are to achieve a truly workable program this next year. Under the bill before us, the present 90 percent Federal share for the community action program will be cut to 80 percent on June 30, 1967. This is a most disheartening provision, for many communities have found it difficult or impossible to contribute even a 10-percent share. I strongly urge a revision of this provision, to postpone the reduction from 90 percent for at least another year, to June 30, 1968.

With the amendments I have outlined briefly, I believe we would achieve a far more effective and realistic antipoverty program. "Penny wise and pound foolish" is an axiom that might well apply here, for if we fail to provide adequate funds for next year we may lose many of the gains made and much of the momentum achieved to date.

Mr. Chairman, as I have indicated, the city of Newark has a most successful

antipoverty program. We are ready to continue, and both the United Community Corp. and the representatives of the poor were appalled at the prospect that the proposed level of funds will not be increased. They determined to act.

From this determination developed Operation Concern, which was carried out most successfully yesterday, with great credit to all who participated.

In Operation Concern officials of the UCC, headed by Mayor Hugh Addonizio, led a delegation of more than a thousand concerned citizens of Newark to Washington, to peaceably demonstrate the need for an increase in funds and other changes in the pending antipoverty bill.

Mayor Addonizio and Dean Willard C. Heckel, president of the UCC; Timothy Still and Willie Wright, both vice presidents of the UCC; and Donald Wendell, UCC acting executive director, met with Presidential Special Assistant Henry Wilson. Other delegation officials met with OEO Director Sargent Shriver and with representatives of the following agencies involved in the program: the Department of Labor; the Department of Health, Education, and Welfare; the Department of Agriculture; the Department of Housing and Urban Development; and the Department of Commerce.

Later the entire delegation of more than a thousand gathered in the Cannon Building caucus room to be briefed on the results of these meetings. I would like also to include with my remarks a news story from the Newark News of September 26 describing Operation Concern.

Mr. Chairman, yesterday I was proud to welcome the delegation from Operation Concern. And when the day's activities were over, I was even more proud of the citizens of Newark who took part in it.

The people of Newark who paraded before the White House and who gathered a thousandfold in the caucus room made their point. But most important, they made it with order, restraint, and great dignity. Their peaceful but effective demonstration was an outstanding example of the benefits of our antipoverty program. And, even more, it was an example of why we must continue and expand this vital program.

The article referred to are as follows:

[From the Newark (N.J.) Star Ledger, Sept. 23, 1966]

A MISSION OF CONCERN

The United States is engaged in two conflicts, both intimately concerned with freedom and human dignity.

One, unfortunately, is a destructive force, the brutal element of warfare where violence replaces man's reason.

The other, fortunately, has the basic element of being constructive, a massive social effort of human renewal, the restoration of dignity in the midst of grinding poverty.

They are both, in a sense, wars in behalf of human decency, one involving basic human rights of freedom and self-determination, the other economic and social, instruments that have the potential of replacing despair with hope.

The war in Vietnam and the war against poverty are linked on the federal legislative level by a common bond, the resources of the American nation, the wealthiest and most powerful country in the world, to underwrite these massive efforts.

The conflict in Vietnam is a depressingly debilitating drain on the national economy, one that already threatens to impair the urgently-needed vitality of the war on poverty. There is the additional complication of inflationary perils, creating a restive economy and a legislative reluctance to deal firmly and forthrightly with pressing social problems.

The war on poverty is in a moment of crisis . . . ironically at a stage where it has begun to establish a determined capacity to deal with one of mankind's oldest and most frustrating problems . . . the sector of deprived citizens.

This is the critical stage, the crucial point where the anti-poverty program can broaden its horizons and push back the shadows of human deprivation. It can go upward and onward . . . or plummet to a disaster of negation because of the lack of legislative vision in providing sufficient funds to maintain and expand anti-poverty programs.

The plight of the anti-poverty program is reflected, in its frankest dimension, by the dire, bleak future confronting the United Community Corp., a Newark agency that was among the first in the country to engage in the battle against human denial, the pockets of poverty in the midst of plenty.

It was a brave, earnest effort by the pioneering UCC; the first strange, halting steps have been firm by experience and the substantial results achieved in its short tenure. It was an experience honed by the fire of differences in approach and organization, the natural outgrowth of any group engaged in a new venture.

Now the UCC has the sinews of stability, the capacity to implement and expand programs that have had far-reaching effect in maintaining a tranquil atmosphere of racial unity, a phenomenon in a nation wracked by unrest and violence.

But now this is threatened by an intolerable fiscal short-sightedness, a drastic curtailment of urgent programs and the abandonment of new programs. A UCC official says the agency will need \$9 million to operate existing programs this year; its guideline (budget) has been set at \$3.5 million. This is totally inadequate, falling far short of minimal requirements.

The Newark project is a microcosm of the fiscal despair facing the national anti-poverty program. What is happening in Newark ripples out with depressing effect in other large urban centers confronted with similar straitened circumstances in the anti-poverty fight.

The UCC is forming a caravan of concerned persons who will travel to Washington Monday to urge congressional leaders to allocate a minimum of \$2 billion for the national anti-poverty program. The House has before it a \$1.75 billion recommendation from its Education and Labor Committee. A Senate committee has proposed a \$2.5 billion budget for the Office of Economic Opportunity, the federal anti-poverty agency.

A concerned Mayor Addonizio termed the proposed House appropriation for the anti-poverty program as woefully inadequate. He cautioned that the lower figure would "force cuts" in a number of Newark programs.

"And I could not permit a reduction in a program as vital as that run by the Pre-School Council," the mayor asserted.

It is against this backdrop of municipal concern that the UCC will carry its case to the nation's capital.

The UCC delegation is a group of thoughtful, perceptive persons deeply concerned with the social implications of a restrictive federal effort in this vital field. Last night the board of trustees voted 26 to 7 to mount a demonstration Monday afternoon in Washington. The form it will take is yet to be decided. The delegation will understand however that anything other than an orderly demonstration can only undo the best intentions of this worthwhile mission.

[From the Newark (N.J.) News, Sept. 26, 1966]

WHITE HOUSE MARCH FOR POVERTY FUNDS (By Douglas Eldridge)

WASHINGTON.—Hundreds of persons from Newark marched outside the White House today to demand the expansion of the war on poverty.

The group paraded back and forth in front of the executive mansion after arriving in a caravan of 19 chartered buses from Newark on a one-day expedition to seek increased federal aid for the city.

The demonstration came after delegations headed by Mayor Hugh J. Addonizio and other civic leaders had told Sargent Shriver, director of the U.S. Office of Economic Opportunity, and Henry Wilson, an assistant to President Johnson, that Newark's future peace and progress depends on additional anti-poverty aid.

VERY PROUD

The mayor told Shriver that Newark is "very proud of our record . . . It is one of the few major cities in the nation that has not had any racial conflict." But, Addonizio said, failure to increase antipoverty activity "could lead to something none of us want to see take place."

Shriver told the 25-member group from Newark that he was "excited and pleased" at their appeal and suggested they put pressure on Congress to give more money to OEO. "We're spending our time night and day to get the message you've given to me over to them," Shriver declared.

The Newark delegation told Shriver and Wilson it would be disastrous to cut back any of the \$7 million in programs already underway in Newark.

Most of the day's schedule had to be hastily reshuffled because the caravan from Newark arrived after 2 p.m., two hours later than expected. Large numbers of policemen, cameramen and spectators were on hand for the demonstration.

The expedition was organized by the United Community Corp., the Newark anti-poverty agency, to seek increased federal spending to combat urban problems.

The mayor and the five UCC leaders told Wilson at a White House meeting that it would be dangerous to cut back programs already under way in Newark. They also said Newark should receive special consideration as one of the few major cities to escape racial violence.

GET ASSURANCE

Wilson assured the group its views would be conveyed to the President—he was preoccupied with West German Chancellor Ludwig Erhard and unable to see the Newark group—and would be given "respectful consideration" when the new federal budget is drawn up.

Wilson also said the President is "very firmly and deeply interested in seeing the (antipoverty) program enacted as he sent it to Congress."

The mayor said "it would be very hard for us to live" under a \$1.75 billion antipoverty appropriation now pending in the House and Newark would be "far happier" with a \$2.5 billion Senate bill. He also urged Wilson "to convey to the President our concern about the curtailment of programs we already have in being."

HAS PETITIONS

Willie Wright, a vice president of UCC, presented petitions with more than 12,000 signatures to Wilson. The petitions urged the President and Congress "to wage a real war on poverty."

Two early buses with an advance delegation of 102 from Newark did not arrive until 10 a.m., nearly two hours behind schedule. The early group fanned out to various federal agencies for conferences on programs affecting Newark.

At the White House meeting, C. Willard Heckel, dean of Rutgers Law School and president of UCC, said the federal government should pour resources into peaceful cities like Newark "rather than reward communities like Los Angeles after there has been a blowup."

Timothy Still, another UCC vice president, and chairman of today's expedition, told Wilson: "If we don't get help, the City of Newark is in trouble and the whole country is in trouble . . . you will let down all segments of the community if you do not do something about this problem."

Wilson told the group he expects "a long acrimonious debate" about the antipoverty bill in the House, and he made no predictions about its fate.

After a month of planning, UCC leaders hope a large, diverse and orderly turnout will make Washington aware of the city's needs and its determination to improve itself.

New Jersey poverty officials say the House measure would force a cutback in many programs, and would thwart involvement of the poor. The Senate measure, they contend, would provide the minimum of relief from big-city ills.

Mr. GIBBONS. Mr. Chairman, I yield 5 minutes to the gentleman from Georgia [Mr. MACKAY].

Mr. MACKAY. Mr. Chairman, I rise in support of this bill. I have listened with interest to much of the criticism of this program. I am very happy to say I come from a district and from a metropolitan area in which our experience has not been checkered with failures of administration. On the contrary, there has been very strong citizen participation and response to this program. We are getting results.

I believe the existence of this program in metropolitan Atlanta has meant the difference between possible social chaos and the constructive situation which we see. I just had lunch with Mr. Jim Furniss, vice president of one of our major banks, who is chairman of the Community Council of Metropolitan Atlanta, which is a permanent conference of all the social work groups in our five-county area.

Without first stating anything about my view of this program, I asked this banker how he would vote if he were a Member of Congress. Without reservation, he said, "I would support it."

I said, "Will you tell me why?" He said, "Because I think that this program is an expression of the Christian ethic at work; that a man is not something to be thrown away." He said, "Many of the social programs I have seen working during my adult life have been addressed to the symptoms and have not gotten at the causes of dependency." He said that based on his experience in working closely with the Atlanta community he had seen this program work effectively in eliminating causes of dependency, and for that reason he believed in it.

We have had people from outside of our community come in and deliberately seek to foment strife. They have really been rejected. They were rejected because of the fact, as he put it, that there was reason for hope among the most depressed people in our community. The community service centers under the community action program were an important factor in stabilizing the strife torn communities.

Now, as a legislator, it seems to me I have to pass on the theory of the legislation. I am not in the executive department. We cannot expect perfection overnight. However, I applauded this legislation when it was passed before I came to the Congress and I am very proud of the role that the gentleman from Georgia, PHIL LANDRUM, the dean of our delegation, had in providing leadership for the passage of this program at that time. I supported the 1965 amendments and appropriations.

I have not seen it as a program that could be completed or even be made successful in a period of 24 months. I think if it can do 50 percent of what it intends to do in 24 years, it would still be a program worthy of our support.

So I have heard this chorus of complaint and confusion, but I can testify that throughout the Fourth Congressional District of Georgia this program is making headway. I have examined the Headstart, the Upward Bound, the Neighborhood Youth Corps, and other programs and found them valuable. I will support amendments that I think would strengthen this program or eliminate abuses in it, but most of the abuses I hear of are in the administration and not in the law.

I asked this banker one other question. I said, "There is a proposal to dismantle the Office of Economic Opportunity and fragment this program. Would you support that?" He said, "I can think of no greater mistake. Because of the urgency we must have coordinated leadership. I feel this very strongly based on my observations." So, as the freshman Congressman from the State of Georgia, I commend this legislation and support it without apology. Every constituent I have talked to who has heard out the basic theory of the legislation said that this theory is right. I say that this is the job of Congress, to pass the law and then do our best to see that we get it properly administered.

There is one other thing about this program that I like, and that is the local participation. We have it. We get to judge what is being done and what programs are to be activated or ended. This is a grassroots program, which I respect. This is an effort to make our religious pronouncements and political declarations meaningful.

The provision for economic opportunity is the way men and women can become productive and fully participating citizens of our country.

(Mr. MACKAY asked and was given permission to revise and extend his remarks.)

Mr. GIBBONS. Mr. Chairman, I yield such time as he may use to the gentleman from Florida [Mr. BENNETT].

(Mr. BENNETT asked and was given permission to revise and extend his remarks.)

Mr. BENNETT. Mr. Chairman, every intelligent and thinking person would concede that every practical effort should be made to eliminate poverty. I do not wish to belabor the evidence of waste and poor administration found in much of the existing antipoverty program, which I believe is inherent in the present legislation. The program should have been approached through

pilot projects to eliminate these weaknesses; and it should have been coordinated with the fiscal and employment aspects of our war efforts.

False and unattainable hopes have been raised by the so-called antipoverty program. This, in fact, has contributed more than any other single factor to the riots and unrest among the underprivileged of our country. It is impossible to legislate self-respect. Since, even before this legislation passed, few in our country lacked food, clothing, or housing, then poverty has not been so much a lack of money, as a lack of attained personal dignity. This must be earned by the individual or the group. Our efforts should therefore be to substitute for the dole or handout, instead of this the attainment of self-help through broadened opportunity, primarily for jobs. Only the business sector of our country can do this adequately.

Laws and appropriations can help through tax incentives, retraining programs, vocational education, and training programs.

The private or business sector must produce the vast number of jobs needed if we are to retain a free society with maximum opportunities for everyone to achieve his greatest potential. It is much easier to finance this free enterprise type of solution for our underprivileged because it is the business sector that pays taxes. And not the Government, which must get its revenue from the private sector of the economy. Of course, there may always be a few people who will not carry the load they can. And as to them it is difficult to determine what incentives can be offered; but it is worth our efforts and best thinking.

Mr. Chairman, I have two bills pending in the House which I believe would serve as vehicle to help with the poverty problem in this country. They are based on the theory of self-help and that the private sector of our society should be encouraged to create jobs rather than the Government.

One bill, H.R. 6872, would provide assistance to individuals with low incomes by reducing the amount of income tax on individuals, helping to eliminate the need for handouts from the Federal Government. The other, H.R. 271, would provide deductions for persons engaged in trade or business who provide new jobs for the skilled and for all persons who provide new jobs for domestics and the unskilled. I believe these bills would create self reliance and help stimulate job opportunities and thus greatly serve to cure the poverty problem.

The high hopes of the so-called antipoverty program have been too well promoted and too well publicized and too slow in achieving the overnight success that has been promised by the promoters. This bombast over the program I am sure has led directly to some of this rioting and lawbreaking by individuals across the country. The free enterprise system can better do the job of lifting Americans from poverty, and I hope more emphasis will be given to the private sector in this poverty war to assure good management, fiscal integrity, and solid permanent results. Finally, it should be noted that the self-help, free enterprise type of solution has real hope of lifting individual

dignity, which is not likely in the charity or dole approach.

Mr. GIBBONS. Mr. Chairman, I yield 3 minutes to the gentleman from Michigan [Mr. WILLIAM D. FORD].

Mr. WILLIAM D. FORD asked and was given permission to revise and extend his remarks.)

Mr. WILLIAM D. FORD. Mr. Chairman, we have heard today the rather serious charge of "profiteering" leveled at private industries engaged in work with the poverty program, particularly in the operation of the Job Corps. I would like to read a quote to you:

We like to think that stepping up to the challenge of our society is part of our business . . . what we see in Clinton is a chance to contribute to our society, a chance to help some people lead more useful and economically independent lives, and a chance to learn something important ourselves.

This statement was made not by an idealistic educator or social worker but by a hardheaded businessman, Gerald L. Philippe, chairman of the board of the General Electric Co.

Mr. Philippe's remarks are typical of the view taken by some of the largest and most distinguished firms in the Nation which have taken on the responsibility of operating Job Corps centers.

The business firms now involved in such operations read like a who's who of American business.

Why are they involved? I think Mr. Philippe's remarks are indicative of the reason. They certainly are not doing it for profit, when the fixed fee is around 4 percent and they could make much more in other types of operations; they also run the risk of unfavorable publicity.

But the leaders of American business and industry have been willing to accept the low return and to run the risk of poor publicity. They feel they have an obligation to help find the means of training and educating the underprivileged school dropouts, to help make self-sustaining wage earners and taxpayers and good citizens of them. In short, the leaders of American business have committed themselves and their vast resources to a crucial role in the war on poverty.

In addition to General Electric, the following companies now are involved in Job Corps center operations: Litton Industries, Inc., Westinghouse Electric Corp., Graflex, Inc., a subsidiary of General Precision Equipment, Science Research Associates, an affiliate of IBM, U.S. Industries, Inc., Northern Natural Gas Co., Federal Electric Corp., an affiliate of ITT, Ford Motor Co.'s Philco Corp., Thiokol Chemical Corp., RCA Service Co., a division of RCA, Brunswick Corp., Avco Corp., Training Corp. of America, an affiliate of Westinghouse Air Brake Co., Burroughs Corp., Packard Bell Corp., and Xerox Corp.

Mr. Chairman, this is a remarkable and inspiring testament to American business and industry, and a major reason why the Job Corps is making such progress toward overcoming poverty. Mr. Chairman, I hail these outstanding firms, and call upon my colleagues to vindicate their magnificent effort.

Mr. CEDERBERG. Mr. Chairman, I make the point of order that a quorum is not present.

The CHAIRMAN. The Chair will count. [After counting.] Eighty-three Members are present, not a quorum.

The Clerk will call the roll.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 310]

Adair	Fulton, Tenn.	Murray
Albert	Garmatz	Nedzi
Anderson, W.	Griffan	Nix
Andrews,	Gray	O'Brien
Glenn	Greigg	O'Hara, Mich.
Ashley	Griffiths	O'Konski
Aspinall	Hagan, Ga.	Olsen, Mont.
Barrett	Hansen, Idaho	Phillips
Berry	Hansen, Iowa	Pirnie
Bingham	Hansen, Wash.	Poage
Black	Harvey, Ind.	Pool
Boggs	Hébert	Powell
Boland	Harling	Reifel
Bow	Helfield	Resnick
Callaway	Howard	Rivers, S.C.
Carey	Irwin	Robison
Carter	Jones, Mo.	Rogers, Tex.
Celler	Keogh	Roncalio
Clark	King, N.Y.	St Germain
Clevenger	Kirwan	Scott
Cooley	Kluczynski	Sickles
Corman	Landrum	Smith, Calif.
Craley	McClory	Steed
Cramer	McMillan	Stephens
Daddario	McVicker	Sweeney
Davis, Ga.	Macdonald	Teague, Tex.
Derwinski	Mallard	Thompson, N.J.
Dickinson	Martin, Ala.	Toll
Diggs	Martin, Mass.	Van Deerlin
Donohue	Matwunaga	Vanik
Dorn	Meeds	Walker, Miss.
Duncan, Oreg.	Miller	White, Idaho
Dyal	Moeller	Whitten
Evans, Colo.	Monagan	Willis
Everett	Morrison	Wilson, Bob
Farkenton	Morse	Wilson,
Fisher	Moss	Charles H.
Flynt	Multer	Wright
Fogarty	Murphy, N.Y.	

Accordingly the Committee rose; and the Speaker having resumed the chair, Mr. BROOKS, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee having had under consideration the bill, H.R. 15111, and finding itself without a quorum, he had directed the roll to be called when 318 Members responded to their names, a quorum, and he submitted herewith the names of the absentees to be spread upon the Journal.

The Committee resumed its sitting.

Mr. GIBBONS. Mr. Chairman, I yield 5 minutes to the gentleman from Michigan [Mr. FARNUM].

(Mr. FARNUM asked and was given permission to revise and extend his remarks.)

Mr. FARNUM. Mr. Chairman, I asked for this time because I want to talk about the relative cost aspect of the social program about which we are talking today, the economic opportunity program, because I am quite interested in it, and I believe in its concept. I believe in its approach.

Mr. Chairman, it seems to me that over the course of the years we have, as a Nation, and in our communities, seen the growth of a vicious cycle—the cycle of welfare generation after welfare generation. I believe that we have to start now to begin to break that cycle. Many of the people that we are helping in the Job Corps, Headstart, and in the

other programs that we have in operation under this overall program, in my opinion, are going to help to break that cycle.

Mr. Chairman, I do not say that we shall be 100 percent successful. But I say we are making a start toward the solution of this problem, because I believe through our legislative process must be concerned with providing educational and productive opportunities for all citizens. I believe we have to create the stimulus with which to provide taxpayers and not tax eaters. And, Mr. Chairman, I believe we have a clear-cut choice. There are two ways in which to accomplish this purpose—the conventional welfare cycle, which tends to tax most heavily our local communities, and the imaginative approach of this economic opportunity program. I shall recite a few facts and figures, to show the contrast, to show to the Members of the Committee of the Whole House on the State of the Union the difference between the two choices that we have.

Mr. Chairman, what are the actual costs today of the different institutions that are maintained and located in the State of Michigan?

Today, for example, in our penal institutions it costs us \$1,500 a year for the maintenance of one inmate.

Yet we also find that many of the inmates in the penal institutions have families, whose care must be provided by ADC or who are on the welfare rolls.

And, Mr. Chairman, in our Michigan penal institutions approximately one-half of the inmates have families in this situation.

Of course, Mr. Chairman, another fact that we have to consider, besides the maintenance of the individual who is confined to an institution, is the basic cost of bricks and mortar to provide beds for these inmates initially.

Today in our State if you have to build a maximum security institution, the cost per bed—and listen to this—the construction cost per bed unit in my State for a maximum security institution is \$15,000.

Mr. Chairman, we have just completed building in the State of Michigan what is known as a medium security institution which cost us \$6 million for 600 beds, or an average cost of \$10,000 per bed.

Mr. Chairman, in the population of our penal institutions we are receiving each year an average of between 3,500 and 4,000 new persons. Ten percent of these new inmates cannot read or write. They represent an average age of 24 years, and the average grade placement of these people is the fifth grade.

I would just like to give you one other figure to think about, that if we have to put in our penal institutions a person today in a maximum security bed, it costs us \$15,000 for the bed, \$1,500 for the individual and \$1,866.24 for the ADC family—which is for only an average family of four, which totals \$18,366.24. But if that person is a repeater and stays in that penal institution for the average of 10 additional years, we have to add at least another \$40,000 for the care, maintenance, and support of that individual

for the other 10 years which brings it to a total of over \$58,000, for one inmate alone. To claim, as have some of my colleagues, that the cost of supporting one young man in the Job Corps is more than a Harvard education, is simply misleading. I say that our investment in a young person at this critical stage of development is an investment against the \$58,000 we may have to pay later if this young person becomes a ward of society. Some of my colleagues seem to favor a "bypass now, pay later" approach to serious social questions.

Now, Mr. Chairman, I would like also to turn to the mental health area, and talk about some of the costs in the field of mental health. In some of these areas about which we are talking there is a definite relationship between early preventive steps and later mental health, where we have such programs as Headstart designed to build strong citizens and to detect at an early age possible danger signs.

At present, we do not treat mental illness until it degenerates to the point that people become wards of mental institutions for the rest of their natural lives.

Today in our State the average cost per person confined to our mental health institutions is, for food, clothing and medicine, \$8.50 a day. This equals \$3,102.50 per year per individual. Yet the total cost of treating people who are mentally ill and mentally retarded in our State alone for this fiscal year is \$120 million for some 31,000 persons. This figures out to a cost total which is a little less than \$4,000 a year. The other thing you must remember is that most of these persons who are there—and I am talking about the hard core persons—are the ones who are going to stay there. This figure of \$4,000 will be for every year of the rest of their lives—calculated even at today's costs.

What I am saying here to my colleagues is that we can take a look at these kinds of costs, what it costs us to leave a person in a penal institution, to build a bed for him, or to keep a person in a mental health institution, plus the welfare costs that emanate from those two causes, or we can take the broader and more essential approach of trying to provide educational training facilities to help uplift those individuals first so that they can help themselves.

We have had the attitude for years that we should and could get by in these areas as cheaply as possible. But the cheapest way is not always the best way to do it.

I say to you that the Job Corps, the Neighborhood Youth Corps, and the Headstart program are the right start and right way to go. I say to you that the cost we pay today in order to be able to give a person a basic opportunity to become a taxpayer instead of a tax eater, is the right way to go. For that reason, I support the continuation of this program.

Mr. GIBBONS. Mr. Chairman, I yield to the gentleman from Arkansas [Mr. TRIMBLE] such time as he may consume.

(Mr. TRIMBLE asked and was given permission to revise and extend his remarks.)

Mr. TRIMBLE. Mr. Chairman, at least 150 small farms in the Harrison section of Boone and surrounding counties in northwest Arkansas are going to have market and cannery facilities this year for their fruit and vegetable crops, entirely because of financing found available under this economic opportunity program.

A cooperative market center is going to be built in Harrison under a \$26,000 loan that will be closed this week. It will serve as a central outlet, badly needed for a long time, for the produce of 100 farms brought in during the fruit and vegetable harvest weeks of the late summer and fall.

The farmers in this North Arkansas Farmers Marketing Association are hard-working people whose earnings, with facilities available to them up to now, have ranged from modest to meager.

Individually they could not establish this kind of market; but grouping together, they can. It will be an asset to the farmers, to the consumers who patronize the market, and to the city of Harrison where it is operated.

There is every reason to believe this market will be as solvent, the loan financing it as sound, as the very successful St. Francis County vegetable growers co-op market, now operating for the second year in another part of our State.

Again in Boone County north of Harrison, an economic opportunity loan is insuring the presence of a canning plant to serve 50 small farms that otherwise would have no cannery for handling their tomato crops.

Smaller projects around our district offer more examples of the sound and practical wisdom of this program:

A loan of \$3,450 has set up a small sawmill in Madison County where three families can process the lumber they are producing on several hundred wooded acres under an approved timber management plan.

In Van Buren County, three potato farmers, none of whom could alone afford to buy a potato digger machine, have formed a co-op that has taken out a \$3,000 economic opportunity loan for a machine all three can share.

These are examples of how this program is being applied in the hill country of Arkansas to put equipment and facilities into the hands of rural people who want to work, who can work their way forward and earn a better standard of living for their families. They will accomplish this, if the opportunity to get the wherewithal, in terms of tools and supplies and marketing outlets, is provided.

No cash goes to these people from the Treasury; only the tools to work with, the outlets for their homegrown and homemade products.

In all of Arkansas since January of last year, economic opportunity loans totaling \$2 million have been made for such purposes to 1,322 rural families, both for farm and nonfarm lines of work, plus upwards of \$300,000 to 48 rural co-operatives ranging in membership from 3 to more than 100 families.

In the rural areas where these loans

are doing their work, I can assure the House that a dollar never went further to create economic opportunity for the family that wants to earn its way, and to ease the hardship of rural people trapped by circumstances at a substandard level of income.

These loans are competitive with no other financing enterprise. Everything they create in terms of added family earning power, increased employment and more business activity in the rural community is looked upon as a tremendous new-found asset for progress in the rural areas.

This program is a prime example of helping people to help themselves.

The returns from this very small part of the economic opportunity budget may well be the most immediately perceptible and measurable gains of the whole operation. It would be hard to find a program better justified on the basis of tangible returns to the people, the community, and the Nation.

Mr. GIBBONS. Mr. Chairman, I yield 5 minutes to the gentleman from California [Mr. COHELAN].

(Mr. COHELAN asked and was given permission to revise and extend his remarks.)

Mr. COHELAN. Mr. Chairman and Members of the Committee, this bill represents the absolute minimum effort this country can expend if we are to continue the war on poverty at any meaningful level. The simple fact is that \$1.75 billion is not enough to expand and strengthen our poverty programs as fully and effectively as they should be. There is ample evidence in the committee's hearings and in the field reports from many areas of the country, including my own, that the real requirement is for an effort two or three times this size.

I mention this, Mr. Chairman, because opponents of this measure have indicated that they will try to cut even this minimum figure by 10 percent or more. They suggest that we cannot afford both guns and butter and that action against poverty should be delayed or deferred.

I cannot agree that the war on poverty is not a priority matter.

With fully one-fifth of our people sinking or struggling in the quicksand of poverty, a dangerous situation exists. Budget reductions at their expense would be false economies indeed. The war on poverty has already won some important battles. It has alerted the conscience of the country to the problems of poverty, and it has plotted strategies of how best to destroy its root causes.

Further, it has mobilized individual citizens, private organizations and public agencies in a nationwide effort to help the poor help themselves. In less than 2 years there have been over 300,000 volunteers in Headstart programs. Over 90,000 citizens, rich and poor, have served on community action boards; 350,000 teenagers have applied to the Job Corps; 10,000, Protestant, Catholic, and Jewish and Negro women have worked through their own volunteer organizations, Women in Community Service, and over 50,000 have applied for service in the Domestic Peace Corps, or VISTA.

In terms of the impact on the poor, the poverty program has already made progress. And again I have seen evidence of this in my own district. More than 3 million poor people have received direct benefits in jobs, training, and other kinds of services. Nearly 75,000 part-time and full-time jobs have been created and filled exclusively by the poor.

And may I say as an aside, Mr. Chairman, only this last weekend in my district the community organized for the first time in its history what was known as a Job Fair, in which the employers in our district sought out those semiskilled and unskilled who need employment. It has been accomplished with great results.

Nearly 750,000 part-time and full-time jobs have already been created and filled exclusively by the poor. Over 1,360,000 3-, 4-, and 5-year-old children have enrolled in Headstart classes, and again from my own experiences in observing what is going on in my own district, this, in itself, is an inspiring development.

More than 1 million teenagers have been provided with jobs through Neighborhood Youth Corps centers.

Most of you know in terms of my career in the House of Representatives I have had a longtime interest in the problems of the migrants, and if I contribute nothing else to this debate, I want to tell you something about what is happening concerning the migrant under the poverty program.

A little-noticed, but most important aspect of the war on poverty, is the assistance to migrant farm workers provided by title III-B of this act. This is the first time that the United States has had a national program directed specifically at migrants, and it is sorely needed. As Noel H. Klores, the Director of OEO's migrant workers program, has pointed out, the problem of migrant workers is virtually the same today as it was when John Steinbeck wrote his famous "Grapes of Wrath" in 1939. Migrant workers are the poorest of the poor, in spite of what we are doing in this day and in this period. They do not vote and no one represents them. Their children commonly do not go to school—they work alongside their parents in the fields. Child labor laws frequently are not enforced.

Mr. QUIE. Mr. Chairman, will the gentleman yield?

Mr. COHELAN. I yield to the gentleman from Minnesota briefly, for I do not have much time.

Mr. QUIE. I would like to ask two questions. Are there any of these poor people who now have jobs and are no longer in poverty? Second, what is your view of the report of the investigation stating that there was not adequate participation at the policy level?

Mr. COHELAN. In response to the gentleman's first question, the war on poverty programs have reached 8 million poor people. I cannot cite exact figures for all of these programs but from my own experience I know that the Job Corps program at Pleasanton, Calif., has an excellent record of placing its graduates in useful and productive jobs.

In response to the second point, I think it is worth noting, as I have already pointed out, that 90,000 citizens have served on local community action boards. Certainly, more can be done to involve the poor, but I think this fact is well known and that we are making progress in this direction.

Mr. QUIE. Mr. Chairman, will the gentleman put in the Record under leave to extend the names of the people involved?

Mr. COHELAN. I am pleased to report to the gentleman that the Job Corps camp at Pleasanton has graduated approximately 800 young men. Of this number, Litton Industries, which is the sponsoring institution, reports that to its specific knowledge 635 have been placed in jobs, which, I might add, all pay more than the newly established minimum wage. The remaining 235 returned home and their placement is being handled locally.

I am also pleased to tell the gentleman that of the 635 graduates, 370 have been placed in jobs in industry; 23 have school jobs; and 242 are either in military service, working for the Federal Government, or in civilian employment for the armed services.

The lowest wage being paid any of these 635 graduates is \$1.81 an hour and the highest figure, as far as I know, is \$2.85 an hour. So it should be very clear that these young men have moved out of poverty and are contributing to our national growth and effort.

Now I want to finish my discussion of the migrant program in the minute or two that I have left.

In the 2 years since its enactment, the poverty program has provided over \$26 million in grants to States where there are substantial numbers of migrants. In California, this money has been translated into temporary shelter units during peak harvest seasons. These units are literally putting roofs over the heads of thousands of families who previously lived in the open, on irrigation ditch banks, under bridges and in desert canyons. Other features of the program are day care and other educational services at isolated camps throughout the State. These programs are broadening the horizons of thousands of children whose development has been seriously handicapped.

The need for and the response to these OEO programs, in my State, have been both encouraging and pathetic. There are long waiting lists of migrant families who want shelter. When a camp was opened in Riverside County early this year, it filled up its accommodations for 80 families within 2 days, and 111 families were turned away during the first month for lack of additional space. And this situation is typical of what has been happening all over the State.

Mr. Chairman, the history of legislative attempts to ease the burdens of this country's migrant workers has been characterized by inertia and indifference. Over 300 bills to assist migrant farmworkers have been introduced over the years. A mere 24 of these ever were reported to the House, and only 2 were

ever passed before the Economic Opportunity Act of 1964.

With this program we are taking practical and long-needed steps to eliminate the poverty that has all too frequently characterized the migrant farmworkers' way of life. These efforts to aid our fellow citizens must not be allowed to falter. We have made a beginning, but the area of need is so great, and so long neglected, that we must do more.

Mr. Chairman, this bill places priority attention on programs of demonstrated value—Headstart, work experience, and Neighborhood Youth Corps. The judgment of the committee that these programs should be increased is borne out by their effectiveness in my own district.

The Neighborhood Youth Corps is a case in point. Five recent enrollees of a project sponsored by the Oakland Unified School District have graduated to full-time jobs. Thirty-two trainees of an Oakland Economic Development Council program transferred to the Job Corps for long-term training. Twenty-two more recently enrolled in Manpower Development and Training Act programs, 11 are going back to school and 1 has been accepted in a 4-year apprenticeship training program. Forty enrollees of an Alameda County Central Labor Council program have recently undertaken the construction of a new sheltered workshop for the Retarded Children's Association.

These, it is true, are only a relatively few cases, but they are indicative of the progress that is being made. The fact that more communities than ever before are planning to begin Neighborhood Youth Corps programs this year is another indication.

But in the process of supporting these programs, which generally enjoy broad community support, let us not neglect other more controversial programs which are part of our war on poverty.

The Job Corps, for example, is designed to give young people a chance to escape from the vicious cycle of poverty.

The camp at Pleasanton in Alameda County, Calif., has demonstrated that it is possible to take young men from crippling environments and put them in wholesome settings where they receive a blend of useful work, job training, and basic education. The result at Pleasanton has been graduates who are better able to earn a living and to play a useful role in society.

Mr. Chairman, in closing I want to emphasize that the war on poverty is far from won. Our enemy defies simple definition or rapid destruction. Poverty is characterized by physical and mental disease, delinquency and crime, high infant mortality, crowded slums and riots in city streets. Poverty is an environment, and we must attack it from its every aspect. Our problems are in education and in housing, they are in creating jobs and in training workers with appropriate skills, they are in health and they are in the attitudes of men. These problems are all encompassing, and our attack must be equal in nature.

For the one-fifth of our people who live in poverty, the American dream has be-

come a nightmare where it is a struggle merely to exist and an almost unattainable goal to maintain a standard of living commensurate with human dignity.

Our continuing objective should be a society where the young have an opportunity to learn, the able bodied an opportunity to work, and where all have an opportunity to live in decency and dignity. The war on poverty offers a means to achieve that goal. It must be pursued with determination and resourcefulness.

I urge that this bill be passed without weakening amendments, as a measure of our responsibility to this Nation and to that one-fifth of its people who are today unable to participate in its prosperity and productive growth.

Mr. GIBBONS. Mr. Chairman, I yield 6 minutes to the gentleman from North Carolina [Mr. FOUNTAIN].

(On request of Mr. GIBBONS, and by unanimous consent, Mr. FOUNTAIN was allowed to proceed out of order.)

RECOVERY OF GRANT OVERPAYMENTS PROHIBITED
BY UNDESIRABLE PROVISION IN HEW APPROPRIATION BILL

Mr. FOUNTAIN. Mr. Chairman, I thank the distinguished gentleman from Florida for yielding me this time to speak, because if this legislation passes, he may need some of the money which is about to be given away by the appropriations bill now being acted on in the Senate.

Mr. Chairman, I am greatly concerned by the language of section 205 in H.R. 14745, the appropriation bill for the Departments of Labor and Health, Education, and Welfare, as reported on September 22 by the Senate Committee on Appropriations. Section 205, as amended by the committee, would violate established Public Health Service policy and is contrary to principles of good administrative management. Consequently, I want to inform my colleagues of the content of that section so the House will be prepared to take appropriate action in the event the other body fails to delete the new language from the bill.

Section 205 would prohibit the use of appropriated funds for the recovery of payments which exceed the actual indirect costs associated with research, training, and demonstration grants made by the Department of Health, Education, and Welfare. Such overpayments by the National Institutes of Health and the Public Health Service have been substantial, and they have been the subject of considerable investigative effort by the Intergovernmental Relations Subcommittee of the House Committee on Government Operations. That investigation has begun to produce corrective action on the part of the Public Health Service.

In reports issued in 1961 and 1962—House Reports 321 and 1958—the Government Operations Committee identified and proposed steps for correcting administrative weaknesses found in NIH's management of research grants. In its June 1962 report, the committee specifically recommended that NIH pay no more than the actual indirect cost rate for any institution having a lower rate than the maximum established by the

Congress. This report was made after subcommittee hearings which demonstrated that some grantees, contrary to the intent of Congress, were deriving a profit from the indirect cost reimbursement—15 percent of total direct project costs—then being paid by NIH.

As a result of the committee's report, the Public Health Service acted to recover overpayments made to an organization which had received sizable NIH research grants—after these grants were audited for the committee by the Comptroller General—and the 1963 Appropriation Act for the Department of Health, Education, and Welfare, which increased the maximum indirect cost rate from 15 to 20 percent, specified that the Department was to allow no more than a grantee's actual rate if less than the statutory ceiling. The conference report of July 21, 1962, stated:

The committee of conference desires that the Department carefully review the expenses incurred under research grants with a view to allowing no more than the actual expenses for indirect costs in cases where such indirect costs amount to less than 20 percent of the direct costs.

This limitation was subsequently spelled out by the Public Health Service in a policy statement—PPO No. 39—issued August 20, 1962, and all grantees were informed that overpayments resulting from the use of provisional rates would be subject to recapture by the Government.

Accordingly, the language proposed in section 205 is directly contrary to the stated intent of the Committee of Conference and the Congress in enacting the 1963 Appropriation Act for the Department of Health, Education, and Welfare.

Beginning in March 1963, I carried on an extensive correspondence with the Surgeon General concerning excessive indirect cost payments by NIH, and the Public Health Service's responsibility for their recovery. My letters referred specifically to situations where the agency had entered into research contracts with grantee institutions on the basis of the latter's indirect cost rates determined by audit; in such cases both the Government and the institutions involved were in a position to know when a lower rate than the statutory maximum was applicable to grants.

It is my understanding that a substantial portion of the overpayments in question have already been recovered. However, the subcommittee's 1965 hearings showed that NIH continued to overpay certain grantees as late as fiscal year 1965. The overpayments occurring since fiscal year 1964 have not yet been computed in many cases and claims for their recovery, consequently, have not yet been instituted.

In the case of one large grantee organization, the Public Health Service's recovery of more than \$412,000 in overpayments has not yet been finalized and could be affected by this bill. Prohibition of this and other sizable recovery actions would discourage the efficient administration of grant programs and would have a most unsettling effect on

the morale of conscientious management personnel.

In view of these circumstances, the enactment of section 205 of H.R. 14745 would substantially negate the work of the Committee on Government Operations for greater economy and efficiency in the administration of health research programs, and it would nullify the intent of the Congress with respect to the reimbursement of grantees for the indirect costs they actually incur in the performance of grant-supported research. Moreover, since most of the organizations and institutions which received overpayments have already repaid the Government, the bill would have the effect of rewarding those relatively few grantees which have not yet returned funds to which they were not entitled. These favored grantees would, in effect, receive a gift at the taxpayers' expense.

Contrary to the reasons given for the inclusion of this provision, the amounts involved in the overpayments in question are substantial and there would be no burdensome workload involved in their recovery. In fact, most of the work has already been accomplished and the remaining work would be principally a by-product of the normal postaudit activities performed by the Department of Health, Education, and Welfare.

Section 205 in its present form would also prohibit the use of appropriated funds for the recovery of interest earned by grantees on unused grant funds in their possession. This is contrary to the Public Health Service's formal regulations, which state:

52.43 Interest. Any interest earned through any deposit or investment by the grantee of the funds paid pursuant to 53.14 (e) shall be paid to the United States as such interest is received by the grantee.

Mr. Chairman, we cannot have good and rational government if Federal Departments and Agencies are forced to violate their formal regulations and policies, and are deterred from seeking economical and efficient administration by general provisions of an appropriations act. While the improper and wasteful expenditure of public funds is never defensible, such expenditure is especially ill advised at a time when we should be making every effort to economize on Government spending. I sincerely hope this matter will be properly dealt with in the other body so that further House action will not be required.

Mr. QUIE. Mr. Chairman, I yield 10 minutes to the gentleman from Missouri [Mr. CURTIS].

(Mr. CURTIS asked and was given permission to revise and extend his remarks.)

Mr. CURTIS. Mr. Chairman, I have been asked by our side to talk on title V, the work experience and training program, because this relates very closely to the work which is done in the Ways and Means Committee essentially in the area of unemployment insurance but also in this vast area we have of social security, which includes not only social insurance but also insurance for the disabled, aid to the blind, aid to dependent children, old-

age assistance, and so forth, the real area where welfare and jobs actually meet.

I want to stress that in the committee report, as well as in the minority report, here is emphasis on the great need for coordination between the various Government agencies charged with carrying out the various welfare and training programs and the programs themselves. This is the area, I might say, that I have had in mind earlier this year in talking about basic fiscal policies, that we could afford both guns and butter, back in January, but we could not afford rancid butter, meaning programs that were not well designed or which were duplicating or actually interfering with programs already in existence. This so-called war on poverty is certainly a hodgepodge.

Incidentally, in my own Committee on Ways and Means we consider unemployment insurance but we also have international trade matters under consideration. Yet we passed out the Reciprocal Trade Act of 1962 wherein we created the trade adjustment features which were duplicating and, in fact, disrupting the very programs we had set up under unemployment insurance.

So the keynote is indeed coordination. It is not really money that is needed. We are flooding the carburetor in our drive on poverty. It is coordination we need, not more money. In fact, I am certain that coordination would result in a decreased expenditure at least on the part of the Government, as well as much better performance.

Now, Mr. Chairman, in listening to some of the general debate on this subject, one would have thought that until the Federal Government got into this so-called poverty war no one in our society had ever been paying any attention to it. As a matter of fact, I am sure that everyone here back in their own community work before they came to Congress, and probably even now, followed closely the work being done by the great variety of Community Chest agencies that we have and also the great church work that goes on and the work of all the nonprofit organizations as well as profit, I might add. I think the reports in the newspapers in way of criticism of the manner in which Government is moving into this program is reminiscent of Jane Addams "Hull House," of the early 1900's. This is an account of the social workers of that date combating the ward politician. All of this demonstrates the need for coordination by any government program with our great private sector. Putting it another way, we need "jobs, not welfare." If we are not careful with our welfare programs, we can seriously damage the business of creating jobs and trying to get people to fill them. As I have been trying to point out, similarly in foreign trade, particularly in less developed countries, what we need is trade, not aid. This is the same thing. If we have our aid programs set up in disregard for people developing their own sound economics, we can badly interfere with the sound economic development of the less developed countries and in the long run do more damage to them and their people.

I do not need to list the variety of departments and agencies of the Government concerned with the so-called war on poverty—they are multitudinous, but I would like to relate our problem of lack of coordination here in Congress itself. The very fact that here I am, a member of the Committee on Ways and Means, pointing out to the Committee of the Whole the vast areas we have to study which deal right with this very field which very properly the Committee on Education and Labor is reporting to us on in conjunction with this bill illustrates the point. But the subject matter is also under the purview of the Banking and Currency Committee which is heavy in the field of housing programs, urban development and other collateral programs to do with financing. The Agriculture Committee and Interstate and Foreign Commerce Committee get into so many complementary fields. This points out the need for us here in Congress to try to coordinate this variety of committee jurisdictional aspects dealing with the one great problem of jobs and welfare. If we would do some of this coordination, here in Congress it would help.

I might go further and point out the Joint Committee on the Organization of the Congress made the recommendation which personally I disagreed with but I went along with because of other things, to separate the House Committee on Education and Labor into two committees. My argument was that this area needed more coordination and not less, because labor and education do move so closely together.

So the recommendations in title V of this bill and this is an area for real judgment—are to transfer a good bit of this operation of work experience and training into the Department of Labor and take it out of the Welfare Section of the Department of Health, Education, and Welfare.

Mr. Chairman, I disagree with that and, therefore, my side—those on the Committee on Education and Labor—have talked to me about my views on it, and I have been happy to say that I agreed. I believe this is a mistake and, therefore, I shall offer an amendment to help this program basically in HEW. That is why I am taking the time, preliminarily, to point out the intent and the context of this amendment.

Mr. PERKINS. Mr. Chairman, will the gentleman yield?

Mr. CURTIS. Now, I am happy to yield to the gentleman from Kentucky.

Mr. PERKINS. Mr. Chairman, the gentleman from Missouri is a very prominent member of the House Committee on Ways and Means.

Personally, I feel that title V as now administered, by the delegation of authority from the Office of Economic Opportunity, to the Secretary of the Department of Health, Education, and Welfare, has worked well. I feel that we are going to work a great hardship on needy people in certain areas of the country, particularly the rural areas, by this change, where we undertake to split up the functions of title V and transfer a portion of the training to the Department of Labor.

Now, Mr. Chairman, if I understand the history of title V, we added a category to the old-age-assistance group, the disabled, the assistance to the blind, and so forth, back in 1962, the jobless group.

Mr. Chairman, when we enacted the work experience and training title in 1964 we merely amended section 1115 of the Social Security Act, by providing that persons who were primarily on relief, and other needy persons, should have useful work and training experience.

It is my point that those individuals will not receive training under the Manpower Development and Training Act at the present time and, if this change should remain in the bill, we will force them right back on relief instead of giving them some useful training and experience. I feel we should leave Title V alone because the welfare departments are making progress in improving the program.

Now, Mr. Chairman, if we had the facilities under the Manpower Development and Training Act and, if we had the money and had the classrooms as well as the teachers, I would say well and good. But all of us know that in every congressional district of this Nation today there are numerous proposals pending that cannot be funded. That is true in the congressional district which it is my honor to represent. It is the history—well, these proposals have been worked out by our vocational people and the Manpower Development and Training Act people, and the employment offices. The employment offices want to maintain good relationships with their employers.

They take the cream of the crop, but the group with which we are attempting to deal is the jobless, people with a lot of children, people with very little education, if any, and people who have been unemployed for many years or perhaps never have been employed.

Mr. Chairman, it is this hard core of unemployables that we are trying to keep off relief through the provisions of Title V, instead of pushing them back on relief.

Am I correct, I would ask the gentleman from Missouri?

Mr. CURTIS. The gentleman from Kentucky [Mr. PERKINS], indeed is correct, and I am most pleased to get that fine statement.

Mr. Chairman, this sets forth important questions about which I worry. This is an area of judgment.

Mr. Chairman, let me state to the Committee of the Whole House on the State of the Union that in St. Louis the Manpower Development Corp., a private corporation, is in charge of these OEO programs. So we do gear them in with the community chest agencies, and other private and local governmental programs.

Mr. Chairman, one of the things I noticed with great pleasure was the establishment of area offices in Metropolitan St. Louis itself. They were able to persuade the USES—the U.S. Employment Service—which used to be housed totally in a central area, to move a modicum of their activities out in these regional areas. In doing so the Government

employment agency has found a means of opening up opportunities to a lot of the unemployed who had never been involved heretofore. Indeed the employment office had never seen these people before. It was unaware of their existence. This points up the criticism I have directed against the USES for years. It has been concerning itself more and more with helping employers get employees and less and less with helping the jobless get employers. There are plenty of private employment agencies available to assist employers to get employees—increasingly I might say, employees who already have jobs. The job-project private sector can handle this aspect of the employment problem more efficiently than Government and contribute to the tax base as well. Where the job-project private sector cannot operate so well is finding jobs for the jobless, particularly when the problem is not lack of jobs but lack of skills of the jobless to fill the jobs going begging.

With the area offices available these people would come into the welfare offices and be assisted. They could be referred over to the services of the USES at the same time and same place and be helped.

That is the very point. The aid to dependent children families are working out of poverty, hopefully, and out of welfare with the help of trained social workers. They need this guidance but they also need what jobs might be available which they possibly could fill.

Let me say something in defense of our trained social workers because there has been so much criticism against them. These are, by and large, splendid people. This is a splendid profession. Let us just not write off the work they do.

Now we are administering to families in this way. We are trying to get them back into the job market. But a great deal more has to be done for them like a rehabilitation person—who is trying to get back into the labor market, someone who has had a stroke or had a leg off or whatever it might be. This requires a lot of understanding way beyond the kind of services offered by the USES or any kind of services we really would want to have the USES get into.

These are the arguments and the reasons that lead me to support the way the program is operated now.

Let me say, I think title V is going along in the right way. There are still a lot of things that need to be worked out, but I think it is essentially sound.

Mr. PERKINS. I think we should not lose sight of the fact that title V is a new program. I agree with the gentleman that there is need for coordination. In fact, I feel the welfare departments of the various States of this country have done an excellent job.

Now, Mr. Chairman, under leave to extend my remarks I wish to add the following points.

Coordination is badly needed between the Bureau of Apprenticeship Training in the Department of Labor and the vocational educational programs in the Department of Health, Education, and Welfare. Here I have recommended for some time that the consolidation should

be more closely oriented into the Department of Labor. I have gone through vocational educational high schools and other training schools and find sometimes in the same classroom students working under apprenticeship training programs along with students working under vocational educational programs. Vocational education is, or certainly should be, tied closely to jobs in being or jobs soon to open up.

Coordination is badly needed with the Defense Department's vocational education program, by far the largest in our society, inefficient, wasteful of manpower, costly, doing basically a poor job for the Military Establishment and badly disrupting civilian educational programs. Certainly some good comes out of it—the military moves in a fashion and there is some lap-over into the civilian sector, but for one-tenth the dollars spent twice the value could be received both to the military and to the civilian sector. Even now with a pinch in the labor market the old war manpower commission has not been reactivated to relate skills needed for defense with skills needed in uniform. Who even thinks in terms of the need for coordinating military vocational training with other training programs? Yet the need is obvious and great.

The manpower training program is still under wraps. The Department of Labor's top brass is styling it apparently under orders for the top brass of the national labor leaders. Two basic things have been necessary to make the Manpower Development and Training Act program fulfill its potential and these two things were mandates in the act of 1962.

First. To update and keep up to date the dictionary of occupational titles. It should be looseleaf volumes to keep abreast of the technological advancements in our society. To do a good job of training and retraining we need nomenclature, and common nomenclature, for the skills and jobs in demand. Yet it was not until January of this year, 1966, that the 1949 edition of the dictionary was made available to the public. It is not looseleaf and it was out of date by the time it was published.

Second. To compile and publish a statistical and definitive series of jobs available. How can MDTA or OEO or any training program possibly operate with intelligence without the jobs available and unfilled, being compiled? Nothing is more heart-sickening than to have young persons spend 2 years training only to find at the end of that time that the skills they have learned are obsolete or for other reasons unwanted in the labor market. Secretary Wirtz testified this year that it was Congress' fault because Congress would not give him the \$2,500,000 he said was necessary to do the job. However, the representative of the AFL-CIO testifying before the Subcommittee on Economic Statistics of the Joint Economic Committee said—as the sole witness opposing compiling and promulgating these statistics—that it would be misused into making the public believe unemployment was not a serious problem. I must conclude that it is not Congress but the administration which

does not want the jobs-available statistics compiled or published.

We need the Human Investment Tax Credit Act to equalize the effects of the 7-percent investment tax credit for machinery so employers will spend money training men instead of being induced to replace them with new machinery—all other things being equal. Today employers spend over \$15 billion a year in training and retraining, but more needs to be done.

Finally I would point out the dangers which come from failing to do the structural job of training, retraining, and properly setting up welfare. We can corrupt any good economic programs such as employment insurance and MDTA into half-baked welfare programs, but even worse we invite the socio-economists to trot forth unrealistic programs such as negative income tax or guaranteed wage to do away with all the structure we have established.

The CHAIRMAN. The time of the gentleman has expired.

Mr. GIBBONS. Mr. Chairman, I yield 5 minutes to the gentleman from Kentucky [Mr. PERKINS].

The CHAIRMAN. The gentleman from Kentucky [Mr. PERKINS] is recognized.

Mr. CURTIS. Mr. Chairman, will the gentleman yield?

Mr. PERKINS. I yield to the gentleman.

Mr. CURTIS. I simply want to conclude my observations, and I will extend my own remarks, to say that even if it does go this way, if the amendment I propose keeps it the way it is, I think we must all agree there must still be a lot of coordination and cooperation with the Department of Labor and with other departments and agencies as well.

Mr. PERKINS. That is correct.

Mr. Chairman, I would like to ask the gentleman from Missouri some questions since the gentleman is a member of the Committee on Ways and Means and has some special insight into matters related to this issue.

Is it not true that in the MDTA today throughout the country that we do not have funds to take care of this extra category and to train these hard-core unemployed; am I correct in that statement?

Mr. CURTIS. I think the gentleman is.

Let me say something on that point.

The MDTA to some degree came out of the Committee on Ways and Means hearings on extending unemployment insurance when this question came to our minds: What good does it do simply to extend the period that an unemployed person receives benefits beyond the point of 6 weeks or whatever it is, if at the end of that period he remains unemployed? Our reasoning was that it looked like what we needed to do was to, as early in the game as we could, get into retraining, a training process. It was at that point we, in effect, referred it over to your Committee on Education and Labor which points out the tie-in.

I also do agree with the gentleman that there has not been enough money in there to do the full job.

Mr. PERKINS. The theory of the work experience and training programs was to take people off relief and give them some type of work-associated training, enough basic education and other types of training so that they could become employable. Is that correct?

Mr. CURTIS. That is exactly right.

Mr. PERKINS. I believe the gentleman has had the opportunity to look into the statistics of title V to know that the Office of Economic Opportunity and the Department of Health, Education, and Welfare have a good placement record.

Mr. CURTIS. They do indeed.

Mr. PERKINS. I know in my area 100 people have gone from the work experience and training program to employment with the Ford Motor Co. The Ford Motor Co. representatives did not come to the employment offices, they came down to where these people were working out on the job, and recruited them.

At this point I would like to present for the RECORD statistics supplied by the Department of Health, Education, and Welfare on training and placement under title V and MDTA programs.

TITLE V STATISTICS

The following statistics pertain to trainees involved in Title V Training: Total training spaces planned, 65,300; total training spaces filled, 57,549 (88.1 percent); percent of nonwhite enrolled, 37.2 percent.

Breakdown by sex: Males, 54.8 percent; females, 45.2 percent.

Breakdown by age:	Percent
Under 21 years	3.4
21 to 39 years	58.3
40 to 49 years	24.0
50 to 64 years	14.1
65 years and over	0.2

Highest school grade completed:	Percent
None	3.6
1st to 4th	16.9
5th to 7th	21.6
8th grade	15.4
9th to 11th grade	28.1
12th grade	12.8
More than 12th grade	1.6

Employment history: ¹	Percent
Employed 6 months or more	63.3
Unemployed	26.2
Unknown	10.5

Training Occupations of all Title V Graduates (Cumulative through March 1966):

Semiprofessional, technical, managerial	7.3
Clerical and sales	7.3
Services	21.9
Agriculture	7.4
Skilled	6.9
Semiskilled	25.9
Other	27.7

¹ Data for this item are not reported other than "employed 6 months or more."

As of May 1966, of the 93,000 persons participating in Title V projects, an estimated 35,400 terminated. Of this number 52 percent either obtained employment, completed training assignment or went on to more advanced training. About 40.6 percent left the project for a good reason (for example; medical, marriage and increased resources). Only 7.4 percent were drop-outs due to poor attendance, misconduct, lack of progress or dissatisfaction with the training program.

The average cost per trainee, including allowances: \$1,257 in fiscal year 1965.

The current employment status of all persons completing Title V training was, as of March 1966:

[In percent]			
	Em- ployed	Unem- ployed	Status unknown
All trainees reporting...	44.6	44.7	10.6
White	(1)	(1)	(1)
Negro	(1)	(1)	(1)
Male	(1)	(1)	(1)
Female	(1)	(1)	(1)

¹ Not available.

Public assistance status of title V trainees enrolled in training projects as of April 1966:

[In percent]			
	Total	White	Non- white
Receiving assistance	72.2	(1)	(1)
Not receiving assistance	27.8	(1)	(1)

¹ Not available.

Of all trainees enrolled in title V projects during fiscal year 1966, 61.1 percent were from urban, and 38.9 percent from rural counties. Further breakdowns by sex and race are not available.

MDTA STATISTICS

The following statistics pertain to trainees involved in Institutional Training, and do not include those involved with on-the-job training. Figures are for calendar year 1965.

Total trainees authorized, 152,014; total trainees enrolled, 102,989 (67.7 percent); percent of nonwhites enrolled, 33.7 percent (31,765).

Breakdown by sex: males, 60 percent; females, 40 percent.

Breakdown by age:	Percent
Under 19 years	18.4
19 to 21 years	23.6
22 to 34 years	33.4
35 to 44 years	14.7
45 years and over	10.0

Highest school grade completed:	Percent
Less than 8th grade	7.1
8th grade	9.9
9th to 11th grade	33.9
12th grade	41.3
More than 12th grade	5.9

Previous years of gainful employment:	Percent
Under 3 years	42.8
3 to 9 years	34.9
10 years or more	22.4

Training Occupations of all MDTA Graduates (cumulative through August 1965):

Semiprofessional, technical, managerial	6.9
Clerical and sales	23.8
Services	16.9
Agriculture	4.4
Skilled	27.0
Semiskilled	20.3
Other	.8

The cumulative completion rate of all MDTA graduates—i.e. the percentage of those who completed their training courses—as of April 30, 1966, was 77.1 percent. The drop-out percentage is therefore 22.9 percent.

The average cost per trainee, including allowances, for the past two years was: \$1,456, in 1964, \$1,900 in 1965.

The current employment status of all persons completing MDTA Institutional courses was, as of May 1, 1966:

[In percent]			
	Em- ployed	Unem- ployed	With- drawn from labor force
All trainees reporting...	75.4	15.9	8.6
White	77.5	13.8	8.7
Negro	70.5	22.1	7.6
Male	80.4	14.9	4.7
Female	70.2	17.1	12.8

Public assistance status of MDTA trainees enrolled in institutional projects during calendar year 1965:

[In percent]			
	Total	White	Non- white
Receiving assistance	11.2	8.7	16
Not receiving assistance	88.8	91.3	84

Of all trainees enrolled in the institutional projects during calendar year 1965, 80.6 percent were from urban, and 19.4 percent from rural counties. Further breakdowns by sex and race are as follows:

[In percent]		
	Urban	Rural
Male	56.7	69.1
Female	43.3	30.9
White	62.6	83.6
Nonwhite	37.3	16.4

Is it not a fact that throughout the country today we have some 3,200 counties but only have about 1,400 employment offices?

Mr. CURTIS. That is also true. This comes under the jurisdiction of the Ways and Means Committee for financing.

Mr. PERKINS. In certain areas some of these people, the downtrodden and the hard core poor, would have to go 75 miles to find an employment office. Is it not also a fact that the work experience program since it is administered by the welfare agency, is in closer contact with trainees and their families because of having social workers in every county in the Nation?

Mr. CURTIS. That is very accurate. These, to me, are compelling arguments as to why there was wisdom in putting title V into the Department of Health, Education, and Welfare.

Mr. PERKINS. And if we establish a cut-off date here for most of the hard-core unemployed, we are not doing anything more than destroying their hope, working at cross purposes in trying to eliminate poverty in this country, and pushing many persons needing work and training right back on relief. Am I correct?

Mr. CURTIS. Let me put it this way. I think you could do it the other way and not destroy their hope, but I would argue, for the reasons the gentleman has set forth, the net result could be that, because I do not think it would work as well that way. In fact, I see reasons why it could not work that way. In essence, I am in agreement. I just want to avoid a categorical position.

(Mr. PERKINS asked and was given permission to revise and extend his remarks.)

Mr. PERKINS. Mr. Chairman, I strongly support the provisions of H.R. 15111 which would continue efforts to eliminate in our Nation the causes of economic deprivation and disadvantage. The program initiated by the Economic Opportunities Act have only been in operation for less than 2 years. Yet, in that time great benefits and accomplishments have resulted from the entirely new concepts and programs which are accepted terms in our every day language. Project Headstart is giving over one-half million deprived preschool children in almost 2,500 communities throughout the land an opportunity for success in education by eliminating the handicaps that they might otherwise carry with them throughout their elementary and secondary school experiences.

Approximately 1,200 communities have in operation Neighborhood Youth Corps programs providing 330,000 youngsters with work opportunities and income to assure their ability to continue their normal educational pursuits or to find employment with the skills with which training in the program has provided them. In 1100 institutions of higher education throughout the Nation income opportunities have been afforded needy students in the now well-known program referred to as the college work-study program.

These programs, Headstart, work-study, Neighborhood Youth Corps, have been publicly acclaimed, widely accepted and are indeed the success stories of the so-called war on poverty. This is true because in these programs we are attacking poverty and deprivation before it has a chance to affect the lives of youngsters, before poverty matures into despair, frustration, unemployment, dependency or delinquency.

Other aspects of the Economic Opportunities Act deserve the wholehearted approval of the Congress and forceful and effective administration by the Office of Economic Opportunity and the other Federal agencies playing roles in these programs. I personally feel that Sargent Shriver has done an excellent job in administering the programs. The work experience and training program thus deals with a more troublesome aspect of the war on poverty in attempting to reach the hard core of our unemployed—the long-term unemployed head of a family, the widow with a large family, the middle-aged unemployed and unskilled throughout the Nation. Whether it be from processes of automation in the mines or the decline in job opportunities on the farm, many adult heads of families find their educations and their work experience inadequate for today's world of work. Too often members of this disadvantaged group lack the basic educational skills to make them eligible for occupational training.

My chief concern in seeing title V continued and expanded stems from the knowledge of the need of thousand of eastern Kentucky families in need of jobs. Their plight has been my chief concern since I have been a Member of

Congress, but every legislative proposal designed to provide programs of educational, employment, and economic development assistance for the most part have been sidetracked and bypassed until the very recent sessions of the Congress.

As I have said, I have been anxiously concerned about the plight of these families who could look forward to little more than more hunger, more deprivation, and more hopeless years of unemployment. Regular grant-in-aid programs fashioned for the Nation as a whole seem to bypass and do little for this area. As a consequence, I have worked actively for national attention to the specific problems of the area through specific programs to cope with the educational and economic needs of this isolated region of our Nation. A region, I might add, which is vast in many natural resources not yet developed.

Many of the mothers and fathers in those families could not read or write and their children were growing up the same way because you cannot send ragged, half-sick, half-starved children off to school and even if you do, they are in no shape to learn.

For over 6,000 of the most desperate of those families, the winter of 1966 is very different from the winter of 1963 because of the work experience and training program. Unfortunately, that change has often been described by a phrase that distorts its real meaning: "happy pappies." Yet in a literal sense, the description is true. These men are happy.

They are happy because their children—some 23,000 of them—go off to school every morning with a breakfast under their belts and with shoes on their feet and warm coats on their backs. Most of these families still live far below the poverty line of \$3,000 a year but now they at least have the bare essentials.

They are happy because they know that if anyone in the family is sick, he will get attention—and many of them can remember when loved ones suffered, perhaps even died, for lack of such attention.

But most of all, these fathers are happy because they can look to a future, not just for their children, but for themselves. In fact, for 400 of those families the future has already begun because the men have regular jobs and are beginning to get ahead, like one of many who started as stock clerk and is now assistant manager of the housewares section of a department store.

For another 400, the future is just around the corner because they are already working in firms and industries, training for specific jobs that are there waiting for them.

An additional 500 are right behind these fortunate 800. They are getting high school equivalency certificates—the passport to the opportunity to equip themselves for the highly skilled jobs our economy needs to fill.

The future is a little more distant for most of the rest of these families because their handicaps are greater. For one thing, a great many of them lack a grade school education, but they are gaining it fast through a three stage course that

covers first through third grades in one basic course, fourth through sixth in another, and seventh and eighth grades in the third stage. Each man—and sometimes his wife too—begins at whatever stage he can handle.

And while they are getting "book learning" they are also getting job training by performing work that long needed doing. For example, they are clearing out creek beds so that the spring floods will no longer menace their homes and erode the soil. They are building bridges and access roads so that families are less isolated, they are fixing up schools and other public buildings. But you may say, these are manual jobs—how can such work prepare men for the more complex tasks which our modern mechanized society demands?

There are several answers to that question, but the key answer is that learning how to work is like getting an education—it has to be done in steps. Some of these men have grown up without ever having a chance to hold a regular job; others have been unemployed for years. Idleness takes its toll. For example, time is less important when a man is not busy; life has no routine or pattern; and standards grow lax. The first step in preparing these men for jobs—and it can be learned on almost any type of job—is how to be a good workman; getting to the job promptly, sticking with in good or bad weather, accomplishing the task efficiently and in the least possible time. Good work habits and a basic education are the prime essentials; these must be mastered first, whatever one may do later.

But, for many of these men, there must be an inbetween stage of training in higher skills. The next step for them may be the manpower training and development program which concentrates on specific vocational skills. In Kentucky, these programs are running night and day but there still are not enough classrooms or enough teachers to take on all who are ready for this higher training. They have to wait their turn.

Now I want to tell you briefly about another element of these projects that may not be as obvious but is just as important as basic education and basic work training in bringing a permanent change in the lives of these people. This element is the attention that is being given to their families by the public welfare workers. These workers determine what families are eligible for the project and see that they get needed medical care and enough money for their necessities. But that is just the beginning. They also help with a whole gamut of family problems and plans so that it is not just the man who is working toward a brighter future, but the whole family supporting and reinforcing him. This is terribly important, because as you all know, a man's family can help him climb or hold him down. In fact, it was this part of the project that made all the difference to one young father I happen to know about. He and his wife and two babies lived with his parents and he was so under the domination of his father that he could not make even the simplest decision for himself. Today, he has his first

paying job, as a truckdriver earning \$340 a month; he has established his own home and while he is still on good terms with his parents, he runs his own show.

Multiply the difference the program has made to this young man by the hundreds of other men and their families who are independent or on their way to independence because of it and you can understand why the continuation of title V is of so great importance to many American citizens who do not have any opportunity to participate in our Nation's affluence.

In supporting the entire bill, I yet have some misgivings about committee amendments to title V for I had hoped that this promising program could be given the stability of operating for a sufficient length of time as presently authorized so that its future success could be enhanced by the experience gained by the agencies now administering the program.

Other features of the legislation deserve our wholehearted support. The Job Corps offers real hope to thousands of youngsters who are not only in great financial need but who have no other alternative training or hope of employment available to them. Criticisms of this program derive solely from the great difficulty of reaching this hard core of unemployed and out-of-school youngsters. In fact, opponents of the Economic Opportunities Act have directed their attacks on those very programs which the act authorizes to reach the most difficult problems encountered in economic deprivation.

None of us who have actively worked in fashioning this legislation have expected that the terrific problems with which we are dealing could be solved in the few months span of time in which these programs have been operative. We have anticipated that great difficulties would be encountered in reaching the most difficult cases, but these very difficulties point up the urgent need for these programs.

At this point, Mr. Chairman, I would like to insert in my remarks the report that I have received from the Office of Economic Opportunity concerning the young men now training in the Kentucky Job Corps conservation centers.

The report follows:

Young men in training in Kentucky Job Corps Conservation Centers are helping to protect and improve national parks and forests.

Dr. Franklyn A. Johnson, Director of Job Corps, said the young men aged 16 through 21 spend approximately half their time in conservation work and half in education. He said they have logged an impressive record in the first 17 months of the program in forest fire control and prevention, timber and wildlife management, recreation and administrative facilities improvement, and erosion control.

This work is providing the young men with useful skills in the use of hand and power tools and in developing proper work habits and attitudes as Job Corps prepares them for employment. Their conservation work provides a substantial contribution to the nation.

There are 86 Conservation Centers in 36 states and Puerto Rico now in operation, with nearly 13,000 young men in training.

Most of these centers are administered for Job Corps by the Department of Agriculture and the Department of the Interior.

There are four centers in Kentucky, with approximately 630 young men in training. The Kentucky centers are Cumberland Gap Center in Bell County, Great Onyx Center in Edmonson County, Frenchburg Center in Menifee County and Pine Knot Center in McCreary County.

A summary of the work done by Corpsmen in the Kentucky centers through June 1966:

They spent 1,105 man-hours fighting forest fires on 412 acres and built 2.4 miles of fire breaks; cleared 3 miles of roadside and 9 acres to prevent fires. They planted or seeded 30 acres in tree.

Corpsmen cleared 242.2 acres, landscaped 790.1 acres, planted 745 trees and shrubs and seeded or sodded 2.7 acres, prepared 70 square yards of parking areas and overlooks, developed 5.2 acres of picnic grounds, and laid 763 yards of walks of all kinds. They removed 12 acres of trees in beautification work.

They helped construct 2 foot and horse bridges, 66 barracks and bunkhouses, 17 equipment and supply storehouses, and more than 100 other types of structures. They restored 3 historical structures.

The young men constructed waste disposal systems with a capacity of 900,000 gallons and sanitary facilities in 11 locations. They placed 100 cubic yards of cribbing and filling.

They built .2 miles of fence and 1 mile of guard rails, helped install 1.6 miles of telephone lines, laid 6,817 yards of pipe or tile lines, and dug 2,865 yards of open ditches. They constructed 1 small reservoir and 82 trash collection stations, placed 1,165 yards of stone walls, erected 315 signs, markers and monuments, and marked 25 miles of boundary lines.

Corpsmen built 2 landing docks and piers and 43 helispots; they helped build 71.2 miles of truck trails and minor roads and 385.1 miles of foot trails.

They completed 1,000 square yards of bank sloping, seeded and sodded 24.6 acres to prevent erosion, and built 1,020 yards of diversion ditches.

Corpsmen cleaned 8 acres of stream channels and levees, excavated 580 cubic yards of rock, laid 1,900 yards of pipe, tile or conduit in ditches, and placed 845 square yards of rock and concrete rip-rapping.

The committee has broadened training and employment opportunities in new provisions dealing with public service employment and training. The needs for supportive personnel in the field of human services, welfare and health activities are urgent. These personnel shortages in fields of vital national concern afford an opportunity for the indigent unemployed. Consequently, the committee amendments designed to afford opportunities for training and employment in public service in the fields of health, welfare, and urban development offer an additional means of reaching the hard core unemployed. These are provisions relating to emergency family loans, legal services, adult basic education programs, special programs to combat poverty in rural areas and other important features of the legislation.

I urge passage of H.R. 15111.

• Mr. PERKINS. Mr. Chairman, I certainly want to congratulate the gentleman from Florida [Mr. GIBBONS] for his dedicated work on a most worthy piece of legislation.

Mr. QUIE. Mr. Chairman, I yield 10 minutes to the gentleman from New York [Mr. FINO].

(Mr. FINO asked and was given permission to revise and extend his remarks.)

Mr. FINO. Mr. Chairman, 2 years ago when I voted for this antipoverty program, I firmly believed that we had found a vehicle for improving the lot of the poor. I felt, as most of you did, that we had finally devised a firm, bold program that would help alleviate and eventually eliminate most of the poverty from our Nation. But I was wrong.

After following this program carefully and after witnessing all of the waste, abuses, mismanagement, corruption, mistakes and faulty mishandling of public funds, I have become completely disenchanted with this whole concept for rooting poverty out of the American soil. I might go further and admit that I am disgusted with these glamorous-sounding programs that have and will continue to produce confusion, hate, bitterness and misuse of our taxpayers' money.

I do not speak lightly of our mistakes. A program like the war on poverty is something you want to believe in until you have been shown—conclusively—what a shabby, disgraceful thing it is. This is what I feel has happened. The war on poverty has let American down. It has let our country's poor people down, after feeding them with revolutionary slogans, false promises, and misplaced hope. A betrayal of a false promise is worse than nothing at all. The poor have been betrayed while the poverty generals and commissars have wallowed in luxury never before known to them. The war on poverty has only warred on the poverty of a host of social workers, social planners and social revolutionaries. The poor have been neglected and ignored while troublemakers and malcontents have been bankrolled and payrollled in incredible numbers.

If the poverty war had been built around a series of tough meaningful programs to be carried out by the appropriate Federal agencies, I believe that our multi-billion-dollar expenditures would be producing some results. Instead these tax dollars have been wasted on the hire of social revolutionaries whose actions are based on their own enmity towards middle-class morality. Federal dollars have inflamed expectations while ignoring down to earth needs. What has the war on poverty sown but trouble? What does it promise but more trouble?

I believe the poverty program is fundamentally unsound in its present form. It is not a sound program but a theatrical gesture, an effort at social revolution and a political power-grab rolled into one. It is WPA for social trouble makers, not a CCC for the needy. It is a sick program camouflaged with high sounding names like "VISTA" and the "Job Corps." It definitely is not a program to help the poor. On the contrary, it is just a payroll for troublemakers. It is not a war against poverty. It is a war against middle-class morality.

The war on poverty has a history of extravagant mismanagement. One of the few things to recommend it is initial good intentions. The road to the Great

Society is paved with them just like the road to that other place.

The poverty program has been bungled. Make no mistake about it. All it has achieved are false expectations.

Not only has the program failed to eliminate poverty from our Nation, but it has not even made a good beginning. There are some critics of the poverty program who, admitting the program has failed, say this is because we have not spent enough money on it, and so they ask for more money.

I believe the poverty program has had more than enough money to prove itself. It is very apparent that this money has been incredibly misspent and misused. I believe that the record of the poverty war shows that further appropriations of Federal funds would mean throwing good money after bad.

The poor are not really benefiting from this money. This is because the program, as originally set up, was left wide open for maladministration. The most popular description of the Office of Economic Opportunity is "chaotic." OEO Director Sargent Shriver used this term in talking about administrations of the poverty program in New York City's Harlem district. I agree it is a shame, but the poverty program has ignored the real needs of those people who need help so much; the 20 percent of our population that may be classified as living below the poverty level.

There are almost as many instances of waste, mismanagement, abuse, and corruption in this program as there are dollars spent—and in both cases the numbers are too high.

Let me tell you about the tragic case of LeRoi Jones. He was given Federal funds to propagate his black supremacy ideas. He received not a grant of \$40,000, as originally reported, but a \$115,000 grant of Federal funds to conduct his Black Arts Repertory Theater in Harlem. This grant was made despite his having said:

I don't see anything wrong with hating white people.

He has often urged the massacre of the white population by some local version of the Mau-Mau.

I asked Sargent Shriver about this. He was quick to assure me that it was all a mistake, and that Jones would not get any more money.

But yet this is where the flaw in the program becomes evident.

A short time later, the United Planning Organization, the Washington, D.C., antipoverty agency, invited LeRoi Jones to fly to Washington and be the paid narrator of a poverty program presentation called "Three Days of Soul." Jones came, pocketed his money, and spread his antiwhite hate message. The OEO tried to cover this mistake by saying it had no control over the UPO. This is stupid and ridiculous and they know it.

If this were not enough, that very same month, New York City police raided LeRoi Jones' Black Arts Theatre in Harlem, where they discovered a secret black nationalist arsenal full of rifles, shotguns, cross bows, and meat cleavers. These weapons, I assure you, were not

stage props. I still wonder if any of these lethal weapons were bought with poverty funds?

Mr. Chairman, it would be possible for me to recount literally hundreds of instances of abuse and waste in this program, but because of time I will speak of only a handful.

In Jamestown, R.I., wealthy youngsters were employed to give sailing lessons to youngsters equally well off.

In Eagle Bend, Minn., a sum of \$38,000 was awarded to build a swimming pool, located in the State of 10,000 lakes. Why? Because the nearest lake for swimming is only 20 miles away. That is a new kind of poverty in my book.

In January of this year, the New York City poverty agency took a number of people from cold unheated slums and tried to find them decent lodgings. Fair enough, but 11 families, consisting of 20 adults and 17 children were sent to a plush hotel and given \$9 per day for food allowances. It is this last fact—that the people were given expensive suites at the elegant Hotel Astor and \$9 per person per day food allowances—that bothered me. These people stayed at the Hotel Astor for over a month. Predictably, they started insulting maids and others who work for a living. It seems that the poverty war gives spongers swelled heads.

Great waste is apparent in Project Headstart. Take the case of the preschool center for 100 underprivileged children in Chicago. It required 28 personnel to handle these 100 youngsters at a payroll cost of \$12,750 or \$126 per month per child. This is a total of \$1,512 per year per child—more than required for a year in some colleges. The proposed year-round operations of Project Headstart have averaged about 5 months.

Even Drew Pearson, in reporting on this most expensive babysitting program in our history, pointed out that some doctors rushed the little youngsters through the exams so fast that they were able to collect \$100 an hour.

Here in Washington, the local poverty agency, the United Planning Organization, was offered a total of \$79,000 for a birth control clinic.

The money was used for a class of married women living with their husbands. If anything, it should have been used for unmarried women or for those wives deserted by their husbands, so as to cut future pressure on the relief rolls.

The hiring of personnel to work on the poverty program is completely slipshod. No effort is made to employ those best qualified to carry out the proposed objectives in a constructive way. I cannot imagine what kind of personnel standards are used.

One man was employed by the United Planning Organization as a \$6,000-per-year community program worker in a youth employment counseling center, working with juveniles. Later, he was promoted to an \$8,000 job. He has a criminal record dating back to 1952 with 11 charges of larceny, false pretenses, and passing worthless checks. In October 1965, while still on the United Planning Organization payroll as a youth counselor, he was again charged with passing a worthless check.

Another man was employed by the United Planning Organization in January 1965, as a \$3,900 community program worker and later was promoted to an \$8,650 position counseling juveniles. He had deserted from the Army in 1944, and since then has acquired a police record which includes soliciting for grand larceny, false pretenses, forgery and being a fugitive from justice. I must repeat—he was hired as a youth counselor. I guess OEO figures he would be a good instructor in antisocial behavior.

Compounded to this is the sad fact that there are few signs of results in the poverty program. Per dollar accomplishment is incredibly low.

The Job Corps spent over \$53 million in 1965. Its estimated budget for fiscal 1966 was \$240 million, and for 1967 the projected figure is \$355 million. But as of February, 1966, there were a little over a thousand Job Corps graduates—and only a half of these were able to obtain a job in the private sector.

In St. Petersburg, Fla., the Job Corps trained 42 girls in the Hotel Huntington. The first year's bill for staff salaries, accommodations and incidentals came to \$1,646,601—an average of \$39,205 per "graduate."

The Job Corps spent \$370,000 on 30,000 brass-buttoned jackets at a time when the Job Corps had only 17,000 members and the army had a uniform shortage.

The United Planning Organization is not alone in hiring social undesirables, this is a nationwide poverty program trait.

In Casper, Wyo., a 35-year-old man was hired as a recreation instructor. Previously arrested for everything from rape and aggravated assault to forgery, he soon ran amuck. Why was he hired? On the recommendation of the NAACP.

Last August, a Job Corpsman on leave in Billings, Mont., was charged with shooting a policeman and wounding a woman in a bar. Job Corps officials not only posted a \$2,500 bond and paid for his attorney, but they flew him back and forth from the camp in Kentucky to Montana at least twice. The corpsman still remains enrolled in the program. This is ridiculous.

These are not isolated cases of problems of discipline in the Job Corps. Three Texas Corpsmen have also been charged with shooting two Air Force policemen. After being booked for assault with intent to kill and provided with counsel, they too were returned to their regular duty in the Job Corps.

In Kentucky, 150 enrollees wrecked the Breckinridge Job Corps camp in a riot set off because of a protection racket run inside the installation. Dozens of the youths dropped out of the program in terror.

In Camp Kilmer in New Jersey, officials in nearby towns complain bitterly about the rising crime rate which they blame on the corpsmen. The people say that the streets are unsafe and unfit for any young girls.

In San Antonio, Tex., two Camp Gary Job Corpsmen were charged with robbery, and attempted murder. The gun was found in the bus hired to take trainees back to camp after a Saturday night in town.

In Kalamazoo, Mich., a group of Job Corps trainees clashed with a rival group in a riot that spread over several city blocks and required 50 policemen to quell.

Warrants were issued in Kingsport, Tenn., for two Job Corps trainees charging them with bludgeoning two victims with a lead pipe.

At Charlestown, W. Va., Women's Center, there were reported drunken fights, thievery, and immoral conduct.

A secret House committee report on Camp Kilmer in New Jersey criticized the camp for lax discipline, racial discrimination, alcoholism and immoral conduct. One Rutgers University professor called the camp "an ill-conceived social monstrosity."

Mr. Chairman, it has become more and more clear that the population of America does not want the Job Corps around.

The Job Corps announced on June 7, that it was abandoning its women's training center in St. Petersburg, Fla., because of "local hostility." Girls at this center were reported soliciting, drunk, pregnant, and causing the ruination of the up-to-then respectable neighborhood.

On May 24, 1966, the City Council of New Bedford, Conn., passed two resolutions asking that the Rodman Jop Corps center be taken out of New Bedford.

One of the resolutions "respectfully implored" President Johnson to close down the center. The other directs the mayor to meet Governor Volpe "with respect to relocation of the center out of New Bedford as soon as possible."

The cause of this is based on good reason. Two nights before the resolutions were passed, the police were called to the center to quell a riot in which some 40 youths had pelted them with rocks, iron pipes, and other missiles.

I would like to make it clear at this point, Mr. Chairman, that I do not regard these abuses in the poverty program as merely isolated abuses. On the contrary, I think it is the achievements of the poverty program that are isolated freaks.

Speaking of the Job Corps. Why spend \$370,000 getting them special blazers? I know another type of outfit they could wear. It has brass buttons too. I firmly believe we ought to draft our Nation's punks and hoods instead of coddling and paying them in the Job Corps. Why should juvenile virtue be rewarded with military service in the Vietnamese nightmare, while a record of delinquency exempts punks from the Army and puts them in line for Job Corps coddlings? This is not the type of policy which is going to build a better America.

The poverty program has become little more than an antisocial protest movement. Instead of the money being used to help the poor, the money has been given to the social workers for them to help themselves.

The poverty program is too riddled with social revolution to be workable. Work, effort, and training are the road to success. This is something the poverty programmers refuse to acknowledge and admit. Instead it has become a Government-supported program for social revolutionaries, and a war on mid-

dle-class morality. For my part, I am well convinced that this program is too much of a loss to salvage.

What we must do is to sort out the good from the bad in the program. Then the sound programs ought to be transferred to responsible Federal Government agencies. The poverty warriors are overpaid dreamers who lack practical sense.

This is the poverty program in action. All they can do well is stir up trouble and waste money.

I would like to conclude my remarks by raising another point—one which relates to the appropriations process—but which I think should also be raised here. Congress has to devise some way of keeping the poverty war bureaucrats from building up a political slush fund with money they should be spending to help the poor. As of mid-summer, the poverty program had an unspent balance of \$782 million. Columnists Robert Allan and Paul Scott wrote recently that this money is being hoarded so that it can be used as a slush fund in the fall elections.

This sickens me. We are fighting a war in Vietnam. Our soldiers are being killed because Johnson and McNamara cannot spare the money to give them green-dyed tee shirts and small pistols and other things they write home to ask their families to send to them. But the poverty war has enough money to rent tuxedos for juvenile delinquents; and enough money to let the poverty beatniks and troublemakers accumulate an unspent balance of \$782 million for stirring up trouble, paying off pressure groups or giving caviar to rioters. Maybe this money is going to be used to try and beat Members of Congress who think the hoods and punks should be in the jungle swamps of Vietnam instead of being coddled by the Job Corps and the rest of the Great Society.

I hope the poverty program meets the fate it richly deserves—dismantling. The good programs can be run by sensible Federal agencies. The Congress ought to say "no" in definite terms to care and feeding of punks, rioters and black nationalists. We ought to junk the poverty program, with its \$782 million slush fund for immorality and troublemaking, and spend the money on a cost-of-living civil service and social security pension boost. Then we would be rewarding achievement instead of antisocial behavior. I urge a vote against the poverty farce.

Let us vote for commonsense—let us vote in favor of dismantling this phoney poverty war apparatus and transferring the sound programs to regular Federal Government agencies where promises can be matched by results.

Mr. GIBBONS. Mr. Chairman, I yield 3 minutes to the gentleman from Indiana [Mr. BRADEMAS].

(Mr. BRADEMAS asked and was given permission to revise and extend his remarks.)

Mr. BRADEMAS. Mr. Chairman, I want to make a comment, following the colorful address we have just heard from our friend from New York. I know a political campaign is on in New York,

but I had not realized it had gotten quite that out of hand.

I was especially interested in the gentleman's allegation that too much money is being spent in the war on poverty, because if my memory is correct—I am sure, if it is not, the gentleman, a very prominent Republican leader in New York, will straighten me out—the Republican mayor of New York, a former Member of this body, was in Washington not many weeks ago, asking for an additional half billion dollars for the war on poverty. Mayor Lindsay said he wanted \$250 million more authorized under the Economic Opportunity Act, not less but more.

I believe I am correct in saying that Mayor Lindsay did not offer any significant or substantial, if indeed any, proposals at all for changing or amending the authorizing legislation.

Mr. Chairman, I was also interested in the gentleman's allegations with respect to alleged waste and corruption in the program. I have here an article by a very distinguished and able Republican columnist, Roscoe Drummond, in which he talks about what he calls, the anti-poverty war. Mr. Drummond notes how the "far right" has been attacking the war on poverty and he describes some of their statements as these "extremists' tirades."

I certainly would not put my friend from New York in the category of the "far right," and I want to be very clear on that. I do, however, wish to quote what Roscoe Drummond said in this article.

He said that in a survey of 40 cities the Christian Science Monitor, which is not known as a revolutionary journal, I may say to my friend from New York, that distinguished newspaper reached this finding:

The war on poverty may have established some kind of all time record. In the nearly two years of operation there hasn't been a whisper of scandal in the administration of the overwhelming majority of programs across the country.

Then Mr. Drummond goes on to conclude in his column:

The program as a whole in concept and substantial execution deserves the support of Congress and the country.

Now, Mr. Chairman, I do hope that in any deliberations here we can pay somewhat more attention to the substance of the proposals being made by the Committee on Education and Labor for improving and strengthening the program and perhaps somewhat less to using the discussion of this bill for what can, I think, not unfairly be described simply as political speeches.

Mr. Chairman, I include Mr. Drummond's column at this point in the RECORD:

ANTI ANTI-POVERTY WAR—FAR RIGHT ATTACKS PROGRAM

(By Roscoe Drummond)

Congress and the public ought to take note of the defeat-the-bill attacks on the anti-poverty program from the Far Right.

Congress will soon be voting on the 1967 appropriation and they should find these extremists' tirades persuasive evidence that the beginning which has been made to help

the very poor help themselves is headed in the right direction and deserves support.

The kill-the-bill arguments of the Liberty Lobby and the propaganda spread by "Let Freedom Ring," as rung by the John Birch Society via the telephone, are so ill-founded, inaccurate and misleading that they ought to assure the public and Congress that there isn't much of a case to be made against the anti-poverty program.

By resorting to such tactics the extremists virtually admit that valid arguments against the anti-poverty program are scarce.

What are these misstated and distorted arguments which their circulators hope will put the anti-poverty program out of business?

They argue that the anti-poverty program is a cause of the Negro rioting in Watts and elsewhere. The contention here is that the war on poverty, because of its political philosophy, has a large place in any explanation of rioting in Watts or Harlem or any other American city . . . not as a solution but as a factor.

The truth is that Watts and Harlem are the end results of decades of racial discrimination and unfairness and most Americans know that it is right and necessary to act with special speed to help those who have been most neglected. The anti-poverty program is part of that necessity.

The extremist argues that the anti-poverty program is "cynically" organizing "the poor for political and revolutionary purposes."

The answer to that is that a major criticism brought against the program by conservative Republicans in Congress, including minority leaders GERALD FORD and EVERETT DIRKSEN, is that the Office of Economic Opportunity has not done enough to increase the participation of the poor in the development of policy and program on the ground that such participation by the poor increases responsibility.

The Extremists argue that the war on poverty "is destroying individual initiative."

The thrust of all the antipoverty programs is self-help through special education, special job-skill training needed to break the cycle of extreme poverty. Such governmental assistance does not destroy individual initiative, it expands individual initiative.

Obviously in any pioneering effort of this kind there will be mistakes, large and small, and shortcomings. The anti-poverty program has had its share of such—but no more than might be humanly expected.

Probably less, indeed, in a survey of 40 cities the Christian Science Monitor reached this finding: "The war on poverty may have established some kind of all-time record. In the nearly two years of operation, there hasn't been a whisper of scandal in the administration of the overwhelming majority of programs across the country."

The program as a whole, in concept and substantial execution, deserves the support of Congress and the country.

The CHAIRMAN. The time of the gentleman has expired.

Mr. QUIE. Mr. Chairman, I yield 1 minute to the gentleman from New York [Mr. FINO].

Mr. FINO. Mr. Chairman, I thank the gentleman.

I just want to answer the gentleman from Indiana. I would like to make one correction and remove any impressions that might be created in the minds of the Members of the House regarding the mayor of the city of New York. I want to make sure he understands that the mayor of the city of New York is a liberal fusion mayor and has a liberal fusion government, and that is not to be attrib-

uted to the Republican Party. Let me also advise the gentleman from Indiana that after 12 years of Democratic administration in New York City the present administration has found it bankrupt. That is probably the reason why there is so much need for additional funds.

I also want to tell the gentleman from Indiana that for 2 years I supported this program until I found all of this waste and misuse of funds which was something I could not tolerate any longer. I am not against a good program that will deal with these serious problems of poverty but I think the present program needs help, and I will support the amendments that will be offered by the minority.

The CHAIRMAN. The time of the gentleman has expired.

Mr. QUIE. I yield the gentleman 1 additional minute.

Mr. FINO. I think this program needs correction and modification and alterations. It needs a lot of changes and reforms so that we can reach down to the root of the evil. We must get down to the poor people and not stop at a certain level where it is not doing the good that it should do.

Mr. GIBBONS. Mr. Chairman, I yield 1 minute to the gentleman from New York [Mr. SCHEUER].

Mr. SCHEUER. Mr. Chairman, I would like to ask my colleague from New York [Mr. FINO] whether he is aware of the fact that New York City's mayor, our former colleague, testified on the Senate side before the Ribicoff committee that he thought the Federal Government ought to spend \$50 billion on our urban problems, poverty-creating conditions foremost—in the next 10 years at the rate of \$5 billion a year. Does my colleague Mr. FINO now in effect repudiate the views of the mayor of New York City and his administration insofar as the poverty program is concerned? Has he been cashiered out of the Grand Old Party?

Mr. FINO. Mr. Chairman, will the gentleman yield?

Mr. SCHEUER. I yield.

Mr. FINO. I am very happy to inform the gentleman from New York—

Mr. SCHEUER. My question is whether he repudiates the views of the Republican-liberal mayor—a Republican-liberal mayor, and whether Mr. Lindsey has been drummed out of his party?

Mr. FINO. I want the gentleman to know the mayor of the city of New York always said that his is a Fusion administration and not Republican, and I also want to tell the gentleman from New York that the mayor of the city of New York appeared before the Committee on Banking and Currency at which time he asked for about \$4 billion for demonstration cities.

The CHAIRMAN. The time of the gentleman has expired.

Mr. GIBBONS. Mr. Chairman, I yield the gentleman 1 additional minute.

Mr. FINO. Mr. Chairman, will the gentleman yield?

Mr. SCHEUER. I yield to the gentleman.

Mr. FINO. The mayor of the city of New York has come down before our committee and asked for \$4 billion. It does not surprise me that he appeared before your committee and asked for so much money. It so happens when a Member of this House leaves and becomes the mayor of a city his attitude and feelings change completely.

Mr. SCHEUER. Do you repudiate his views as a leading liberal Republican in this country?

Mr. FINO. I disagree with the mayor of the city of New York on this score.

Mr. GIBBONS. Mr. Chairman, I yield 1 minute to the gentleman from New Jersey [Mr. JOELSON].

(Mr. JOELSON asked and was given permission to revise and extend his remarks.)

Mr. JOELSON. Mr. Chairman, I would like to ask the gentleman from New York [Mr. FINO], a question with reference to the Governor of New York who was a liberal-backed candidate, but who I understand now is also urging a poverty program.

Does the gentleman from New York [Mr. FINO] repudiate him also?

Mr. FINO. Mr. Chairman, if the gentleman will yield, I am not familiar with what the mayor and the Governor of the State of New York have asked for. We are not opposed to the poverty program per se. We are opposed to the manner in which it is handled, and mishandled.

Mr. JOELSON. In other words, the gentleman from New York is not opposed to the program "per se," but only "itself."

The CHAIRMAN. The time of the gentleman from New Jersey has expired.

Mr. GIBBONS. Mr. Chairman, I yield 1 minute to the gentleman from Indiana [Mr. BRADEMAS].

(Mr. BRADEMAS asked and was given permission to revise and extend his remarks.)

Mr. BRADEMAS. Mr. Chairman, I had anticipated some singular occurrences might develop during the course of debate on this particular bill, but never had I assumed that it would afford an opportunity for a requiem for a Republican.

Mr. Chairman, I, myself, have a very high regard for the mayor of New York, Mr. Lindsay, our former distinguished colleague, and I am distressed that in view of his voting record, and the sometimes progressive nature of his views, he is not a member of our party, especially since he has today been read out of the Republican Party by a prominent Republican from his own State of New York.

Mr. REID of New York. Mr. Chairman, will the gentleman yield?

Mr. BRADEMAS. I shall yield to the gentleman from New York as soon as I finish my statement.

Mr. Chairman, as a Methodist, I believe it is never too late to be saved, and I hope therefore that the ex-Republican mayor of New York will, perhaps, come to look with a favorable eye upon our side of the political aisle.

Mr. GIBBONS. Mr. Chairman, at this time I yield 8 minutes to the distinguished gentleman from Texas [Mr. PICKLE].

(Mr. PICKLE asked and was given permission to revise and extend his remarks.)

Mr. PICKLE. Mr. Chairman, I asked for this time to speak with reference to a Job Corps project located in the congressional district which it is my honor to represent.

Mr. Chairman, since the passage of the Economic Opportunity Act in 1954, this Nation has been attacking the formidable problems of poverty with unwavering dedication and bold programs. No one denies, of course, that we still face staggering problems.

People, generally speaking, have not recognized poverty in this country as being an ultraserious problem. This is because we live in the most affluent society in the history of mankind—we earn more, possess more, and consume more than any other people in the world.

And some say they are opposed to the war on poverty because they do not want to initiate a bunch of new fangled ideas and programs.

The fact is, that there is really nothing new. Poverty is one of mankind's oldest problems and we have, in fact, been fighting it for a long time. And we have made some progress.

If we recall the speeches of President Roosevelt in the 1930's, we can remember that he spoke in terms of one-third of the Nation being ill clad, ill fed, and ill housed. We now talk about the impoverished one-fifth of our Nation.

In the war on poverty, one phase which attempts to remedy manpower and unemployment problems is the Job Corps.

And, despite what some critics would lead you to believe, the Job Corps training centers have done a remarkable task of turning impoverished and disadvantaged young men and women into good citizens with gainful employment.

Near San Marcos, Tex., in my congressional district, the Job Corps operates one of the most successful—and certainly the largest—center in the Nation.

Gary has often been referred to as a model operation in the Job Corps program, and from firsthand observation I would say this description is modest.

Formerly an Air Force Base and Army helicopter training station, Gary—which was dedicated by President Johnson on April 10, 1965—offers some 39 vocational choices, plus four required basic education courses, including math, science, citizenship, and communication skills. The center is operated by the board of directors of the Texas Educational Foundation, Inc., a nonprofit foundation established by Gov. John Connally.

Governor Connally also called on business and industry leaders for help in setting up the courses.

Then another nonprofit organization, Opportunities, Inc., was formed by 50–100 Texas-based business and industrial firms, to provide advice and assistance in designing the curriculum.

Opportunities, Inc., also guarantee job placement for corpsmen who have com-

pleted their training. Gary corpsmen have been hired as draftsmen, heavy equipment mechanics, service station workers, supermarket workers, cooks, vacuum cleaner and lawn mower repairmen, and in numerous other vocational fields.

Center officials report that job placements are beginning to grow enormously, now that the first group of corpsmen have completed a year at the center.

Gary is unique in one respect since it is one of two urban centers administered by an educational foundation. Others are operated by industrial corporations, for profit.

The San Antonio Express recently praised the operation at Gary in an editorial, saying:

With the latest status report on its trainees, the Gary Job Corps Center leaves the distinct impression of success in the youth rehabilitation experiment.

The San Marcos Center has a current enrollment of some 3,000 and another 695 have been graduated since the program was launched. Of the graduates, 475 have entered industry, 59 have sought higher education and 161 have entered the military.

These positive accomplishments of 695 young men far outweigh the negative effects produced by a small number of trainees who have been cited for violations of the law.

The corpsmen now gainfully employed, returned to school or serving in the armed forces were young men with dubious futures only months ago. The results are gratifying and hold promise of greater gains with continuation of the program.

Each trainee directed into a constructive path represents a reduction of the burden on society.

Job Corps placement figures since that editorial was written are even more impressive:

Total placement: 1,734—1,442 have been referred for job placement in business; 203 have entered the Armed Forces; 74 have returned to high school; 15 have enrolled in colleges.

Reports from employers on followup studies of job placement are highly favorable. Nearly half of the graduates enter the military service, which is in itself an accomplishment, since most of them could not have passed the basic educational requirements to enter prior to their training at Gary.

Still others have developed a renewed interest in school, and have returned home to enter classes at the high school, and even college level.

Industry has looked favorable at the total training program, and it is obvious that well-trained corpsmen are readily accepted into the business world.

I would like to give one example about this group of young men who completed their training:

A firm in Liberal, Kans., known as Tradewind Industries, has hired 32 young men from Gary. The sales manager of the company, Mr. Terry Moore, recently had this to say about the Gary graduates, who work there:

We found the Job Corpsmen to be most cooperative—probably the most polite group of employees anyone ever hired. We feel that when you hire 32 people, you are going to get people from all walks of life, and, also we feel that these boys have had a minimum of trouble since they have been here. We

have not had to bail a corpsman out of jail for being drunk, nor have we been notified by the police that they have caused a disturbance in town in any way.

Mr. Chairman, Liberal, Kans., is a small town, a farm community of 18,000 to 20,000 persons. You can be sure that if ex-corpsmen were not measuring up to what might be considered a proper responsibility level as citizens, it would not take a minute for the news to be all over the community and back to their employers.

Another aspect of the success of the Gary program has been the reports of field correspondents of several trade publications, including American Builder, Welding Engineer, and Printing Production. Their reports ring not only of high praise for the quality of training received but are laudatory with regard to the method of instruction.

Welding Engineer magazine, for example, pointed out recently that the ingenuity used in finding materials with which the men can work has kept instruction costs down to \$500 per man per year, much lower than private trade schools.

Yet critics of the OEO program have said it is less costly to send a kid to Harvard than to a Job Corps center. Surprisingly, some people swallow this line of thinking.

Obviously, a school dropout who goes to a Job Corps center is no candidate for Harvard. And should a school dropout get into trouble and land in jail, he could cost society up to \$25,000 a year. Yet, nobody has suggested in their wildest complaints that Job Corps boys cost that much.

Average cost per man-year unit for the Gary Center for the fiscal year of July 1, 1966, to June 30, 1967, has been estimated at \$4,411.82 compared to an average for all eight of the Nation's urban training centers for men of \$6,995.69.

Dollar-minded opponents have also been trying to build a smokescreen about the program by pointing to what they describe as extravagant salaries of Job Corps staff personnel.

I suppose that it is quite natural that they should pick the Job Corps center in my district since it is the largest to launch their attacks.

I would like to point out, however, these opponents took the present salaries and compared them with earnings last year. In doing so, they conveniently ignored some rather crucial facts.

Many Gary Center staff members came from the public schools in Texas and the 1964–65 minimum salary schedules were used as the comparative figure.

Again, conveniently, they omitted the fact that the Texas State Legislature increased minimum salary schedules by nearly 19 percent for 1965–66.

Another convenient omission in comparing present and past salaries is the fact the Gary Center staff, in leaving public schools, forfeited their protection under the State civil service and benefits of the teacher retirement system. Furthermore, public school personnel work about 9 months of the year, while Gary Center staff work a 12-month year.

In short, the charges of excessive salaries at Job Corps centers, particularly Gary, are characteristically empty.

But possibly the most widely misconceived notion about Job Corps men is that they are all "hoodlums and misfits."

This is simply not true. Statistically, the average corpsman is 17½ years old; was unemployed and looking for work; finished the ninth grade; had been out of school for about 11 months; has a sixth grade reading level; comes from a family of six; was living in a crowded, substandard house; and his parents are either unemployed or hold unskilled jobs.

Recently a Gary corpsman, Dale Stewart, an 18-year-old Cumberland, Md., youth was credited with saving the life of a Carrizo Springs, Tex., man who had been electrocuted while working on a trailer.

Stewart administered artificial respiration until an ambulance arrived, accompanied the ambulance to the hospital and waited until the man was out of danger.

Such heroic actions, I am sure you will agree, do not fit the profile of a "hoodlum and misfit."

Nor do the actions of 25 corpsmen who volunteered blood to help a young girl; or the young men in the industrial landscaping course who voluntarily assisted the city of Austin in completing its municipal garden center; or the corpsmen who helped repair a Girl Scout camp.

The survivor of the electrical shock later praised Stewart and the Gary center, saying, "If Dale is an example of what Gary corpsmen are like, then San Marcos is fortunate to have young men like him training near their city."

This same feeling of good will is reflected in the attitude of the citizens of San Marcos and their elected representatives.

Mayor Ellis Serur, whose firsthand knowledge of Gary comes from almost daily contact, speaks for nearly all the community when he says that Gary is "one of the finest examples of youth rehabilitation" that has ever been undertaken.

Contrary to what many critics report about Job Corps center-urban relations, Serur reports that—

Our (San Marcos) relationship with Gary and the corpsmen has been good. We have had few problems. The Center is a distinct asset to our community.

And to the good mayor's comments, I would like to add my own personal feelings.

I have been at Gary on a number of occasions. I have watched these young men in their classes; looked over their shoulders as they welded and as they worked on automobiles; and have talked with them in the cool of the evening.

As individuals, as persons, as human beings they are grateful, and sincere in their gratitude, for the "second chance" that their country has given them.

They are serious-minded young men, who realize the responsibility before them, and who intend, for the most part, to act wisely.

All in all, Mr. Chairman, the Gary corpsmen are showing that the investment of Job Corps is paying dividends—for neighboring communities and their residents and for the individual corpsmen.

These dividends will increasingly accrue to our Nation as a whole, as these young people take their places as constructive, productive, taxpaying citizens.

Another significant fact about the poverty program in the Southwest, and Texas in particular, is its ever-increasing public acceptance. All segments of society—the liberals, the conservatives, businessmen, mayors, county judges, school administrators, the welfare institutions, volunteers, and the poor themselves—are involved in the program.

The poverty program in Texas has been administered without a breath of scandal or misuse of funds. Along this line, the fact that no race riots have occurred in Texas this summer is certainly due in part of the outstanding progress of the war on poverty.

Recently, Gov. John Connally said at McAllen, Tex.:

I can say in the full confidence of truth that in Texas we have made a genuine effort to see that poverty funds are doing, and will do, the job intended by the President and Congress.

And this year on the nationwide television program "Meet the Press," Governor Connally again praised the accomplishments of the poverty program when he said that "the war on poverty in Texas is a tremendous success in all phases." A great deal of this success, also, is the excellent and inspired administration of our regional office under the direction of the Honorable Bill Crook whose staff has worked closely with all the State programs.

This is a large part of the job the war on poverty was directed to undertake, and it is our clear responsibility to see to it that the fine progress being made at Gary and other Job Corps centers is permitted to continue and expand.

I believe we are directing our efforts in a positive and helpful manner in Texas. Surely we all want to help our young people. For 3 years I served as administrator on the Texas Employment Commission. I found after several surveys this inescapable fact: that unemployment was tied directly in ratio to the lack of education and lack of opportunities that a young man or older person had. Invariably, the smaller the education, the less the opportunity and the more the risk for unemployment and being a burden on society. It goes together so if we can give these young people a chance, they will respond.

I harken back to the day when I was with the NYA, nearly 30 years ago, when some people I knew, including the Governor, were a part of that program. We did good for the young people. Most of them responded and became worthwhile citizens. I believe we can do the same thing again. If the Job Corps and the poverty program are not the perfect answer—and we all admit they may not be—then I say, "Give me a better answer. Give me a better program." Until we

can come up with a better answer, surely we ought to unite in a wholehearted manner to make this program work.

Mr. QUIE. Mr. Chairman, I yield 6 minutes to the gentleman from New York [Mr. REID].

Mr. REID of New York. Mr. Chairman, I believe it is clear that the anti-poverty program has suffered from serious instances of maladministration, lack of full and current accounting controls and procedures, excessive overhead in certain programs, political interference, and failure to involve the poor in meaningful direction of their own future. Aside from certain administrative and fiscal failings, another shortcoming has been an inability to coordinate sufficiently and closely all the various training programs with, ultimately, full-time lasting job opportunities.

An amendment has been offered—and, I am happy to say, accepted by the committee—to mandate much closer coordination between the Director of the Office of Economic Opportunity and the Secretary of Labor with public employment offices to insure maximum coordination of all training programs and job opportunities.

Quite specifically, Mr. Chairman, there has not been sufficient talk today of the fact that in these United States there are still 32 million Americans living in abject poverty, more than 8 million Americans living in substandard housing, and serious areas of unemployment and underemployment.

Westchester County itself experiences a substantial amount of poverty amid affluence. More than 120,000 Westchester residents live in 30,600 substandard or deteriorating housing units. One out of every twelve Westchester families is estimated to be living in abject poverty and one out of five in serious poverty.

The antipoverty program, if it is to be fully effective, has to find better ways to tackle the problems of education, jobs, and housing.

It is essential that we do what must be done to break the cycle of hopelessness and despair that is the lot of so many Americans in Harlem, Watts, Bedford-Stuyvesant, Woodlawn, Hough, and other areas.

We have serious ghetto conditions, in my judgment, in a number of cities—including several in Westchester County. One notable example is the city of New York, where Mayor John Lindsay is trying to do a creative, forthright, and imaginative job. He has brought in one of the ablest men in the country—Mitchell Sviridoff—to assist with this undertaking. The mayor has said that, in his judgment, due to past neglect and lack of opportunity and lack of action, some \$50 billion may need to be expended in New York City alone in the years ahead.

Our primary concern must be these 32 million Americans and their needs—the need for much more effective identification of the problem of the individual who must be trained and the relation of that individual to a lasting job. In addition to coordination of the various

training programs and employment opportunities, we need to follow through from the initial training to a serious, productive and permanent job that will benefit the community and the individual. If there is no meaningful follow-through, hope is followed by an even greater despair.

I would say that in Westchester County the community action agencies, Headstart programs, the Neighborhood Youth Corps projects, and the two VISTA volunteers have been effective.

The community action programs have been characterized by one Westchester leader as "the answer to our prayers." The executive director of another program told me that the CAP program, functioning in large part through neighborhood centers, "stresses dignity and the value of the self." Another leader said that, through "neighborhood involvement," CAP "helps whole families and has its most direct effect on families." In the 26th Congressional District, 5 community action agencies have received 27 grants since the inception of the antipoverty program, totaling \$992,023 in Federal funds.

In the Headstart program, the director of one project in my district told me that those who have entered school following some training have "adjusted well to the classroom program." She also pointed out that the Headstart program has shown "how volunteers, professionals and parents of different ethnic and racial backgrounds can work together." More than 1,000 children in my district have participated in 11 programs, utilizing \$290,367 in Federal funds.

I believe it is interesting and pertinent to note that in the Neighborhood Youth Corps some 60,000 man-hours of work have been devoted to this program alone in the 26th Congressional District. Almost 500 young people are in training, and more than 100 have been placed in good firms in private industry with well paying jobs, some of them on the order of \$95 a week. Several enrollees have gone on to college—a dream that they has never thought possible.

So there are areas, in my judgment, and in my own county, where this program is working. On a national level, several new programs have shown promise, including Upward Bound which is concerned with encouraging youngsters who have ability but who lack motivation to stay in school and go on to college. The legal services program is also fulfilling a pressing need—the poor require justice and legal advice like all of us, if not more so. Similarly, the neighborhood health clinics that have been established hold the promise of tending to needs at a community level that are presently being supplied at overcrowded hospitals.

But nothing having been underscored on the side of achievement should fail to point out that the House and the committee have not fully honored their responsibility to study the antipoverty program constructively and in depth. We did not have any full hearings in the field. No minority witnesses were called

before the full committee in Washington. The report on the committee investigations was not released until September 19 of this year—well after these studies were completed.

I will not comment on this investigative report except to say that it failed to meet the demands of serious research to which this House and the American people are entitled.

The bill before us, Mr. Chairman, H.R. 15111, has some shortcomings, including a significant lack of flexibility in the apportionment of funds among the various programs. It is my hope that the House will look seriously at the bill in this regard and make this and other necessary amendments.

Specifically, Mr. Chairman, to try to make significant and important and meaningful amendments to this bill, I will offer one tomorrow which will much more clearly deal with accounting controls and auditing practices and place these requirements clearly and specifically in the law. Certainly we need better administration and uniform and precise accounting controls.

Second, I will offer an amendment which I hope will in some measure encourage a greater relationship between the program and the private enterprise system, an amendment designed to insure that the talents and resources of the private sector are brought into play to the maximum feasible extent.

Lastly, I hope to offer an amendment, which I hope will be considered and adopted, which would make it more possible to identify the occupations and locations in which there are shortages of trained personnel so that we can coordinate the various training programs and relate them to existing and actual job needs. In this way, we will increasingly train individuals for actual, lasting jobs which will exist or which we can anticipate may exist.

Mr. Chairman, I have supported the antipoverty program in the past and I hope to continue to do so in the future contingent upon the adoption of needed improvements and significant amendments.

Mr. CHAMBERLAIN. Mr. Chairman, I make the point of order that a quorum is not present.

The CHAIRMAN. The Chair will count. [After counting.] Sixty Members are present, not a quorum. The Clerk will call the roll.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 311]

Adair	Derwinski	Griffiths
Albert	Dickinson	Hagan, Ga.
Anderson, Ill.	Diggs	Hansen, Idaho
Andrews,	Donohue	Hansen, Iowa
Glenn	Dorn	Hansen, Wash.
Ashmore	Duncan, Oreg.	Harvey, Ind.
Aspinall	Dyal	Hébert
Berry	Edwards, Ala.	Holifield
Boggs	Evans, Colo.	Holland
Bow	Evins, Tenn.	Howard
Bray	Farbstein	Jones, Mo.
Callaway	Fisher	Keith
Carter	Flynt	Keogh
Celler	Frelinghuysen	King, Calif.
Cooley	Fulton, Tenn.	King, N.Y.
Corman	Glaime	Kluczynski
Craley	Gilligan	Landrum
Daddario	Gray	Long, La.
Davis, Ga.	Greigg	McClory

McVicker	Passman	Scott
Mailliard	Pepper	Sickles
Martin, Ala.	Philbin	Sisk
Martin, Mass.	Pirnie	Stanton
Martin, Nebr.	Poage	Stephens
Meeds	Pool	Sweeney
Miller	Powell	Teague, Tex.
Monagan	Relfel	Toll
Morrison	Resnick	Van Deerlin
Morse	Rivers, S.C.	Vanik
Moss	Robison	Walker, Miss.
Murray	Rogers, Fla.	White, Idaho
Nedzi	Rogers, Tex.	Whitten
O'Konski	Roncalio	Willis
Olsen, Mont.	St Germain	Wright

Accordingly, the Committee rose; and the Speaker having resumed the chair, Mr. Brooks, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill H.R. 15111, and finding itself without a quorum, he had directed the roll to be called, when 333 Members responded to their names, a quorum, and he submitted herewith the names of the absentees to be spread upon the Journal.

The Committee resumed its sitting.

Mr. QUIE. Mr. Chairman, I yield 5 minutes to the gentleman from Minnesota [Mr. NELSEN].

(Mr. NELSEN asked and was given permission to revise and extend his remarks.)

Mr. NELSEN. Mr. Chairman, I take this time to call attention to a UPI story that appeared today which in part reads as follows:

About 2,000 persons representing organizations for the poor in 13 States converged on Capitol Hill today to buttonhole lawmakers in behalf of their program for a bigger anti-poverty program.

The wire service presents the following additional information, stating that they appeared on Capitol Hill and Chairman POWELL urged the delegation Monday night to bring the pressure on other Members of Congress to approve the bill.

Mr. GIBBONS. Mr. Chairman, will the gentleman yield to me at that point?

Mr. NELSEN. Yes. I yield to the gentleman.

Mr. GIBBONS. Mr. Chairman, I want to make it crystal clear that I do not approve of anybody putting any pressure on Congress. I also want to make it crystal clear that I do not support the type of activity that you have referred to here. I think it is a mistake. I have said that time and time again. I believe Congressmen can be reasoned with, but I do not believe that Congress can be coerced. I think anybody that fools with the integrity of Congress by bringing mass marchers here just does not know the political realities of this country. If there is—and I do not think there is—any Federal money involved in this at all, I will pledge to you that I will do everything within my power to try to recover it.

Mr. NELSEN. I thank the gentleman for his sentiment and certainly agree with him. I will go on and point out another fact or two which are contained in the wire service's report. "A spokesman for a militant group known as the Poverty-Right Action coordinated the demonstration." It was my understanding that demonstrations are not permitted on the Hill, but the spokesman revealed that: "Representatives came

from New York, Massachusetts, Connecticut, New Jersey, Pennsylvania, Kentucky, Ohio, Virginia, Missouri, Nebraska, Michigan, Mississippi, and California, as well as Washington, D.C."

Now, the point I raise is that one of the criticisms of the poverty program in many parts of the country is that the money is going for salaries instead of helping those that this bill is intended to help. I am wondering if the people who are here are lobbying for their jobs or lobbying for the poor.

There are several questions I would like answers to. I would like, if it is possible, to get the list of those who are here. Certainly there must be a list of those who are attending this demonstration. Are they drawing per diem money? Are they collecting expense money? I think we need to have definite information by tomorrow in answer to these questions, and I think that the gentleman from Florida will try to supply that information. Rumors prevail on the Hill that many of the people here are drawing per diem from poverty program funds. This is a sad mistake if it is true.

I might add further that yesterday we learned that people employed in the poverty program were registering voters in Democratic precincts in Cincinnati, which I think is certainly out of line. If this is another instance of the misuse of poverty funds, then I think it should be corrected. Criticism such as this is constructive criticism. If the sentiment that the gentleman from Florida [Mr. GIBBONS], expressed a moment ago is right, then he is in complete agreement with me on it, and I hope he supplies this information by tomorrow.

Mr. GIBBONS. Mr. Chairman, I will do my level best to find out the answers to the questions about the people here in Washington. I agree with the gentleman wholeheartedly that that is not a proper use of Federal funds. I reiterate again that I do not believe any Federal funds are involved in this. If there are any Federal funds involved in it, you have my word that I will do everything in the world to recover it if it is a misuse of Federal funds.

Mr. NELSEN. Thank you.

Mr. GIBBONS. Mr. Chairman, I yield 4 minutes to the gentleman from New York [Mr. RYAN].

(Mr. RYAN asked and was given permission to revise and extend his remarks.)

Mr. O'NEILL of Massachusetts. Mr. Chairman, will the gentleman yield?

Mr. RYAN. I yield to the distinguished gentleman from Massachusetts.

Mr. O'NEILL of Massachusetts. Mr. Chairman, in less than 2 years the war on poverty has become one of the most exciting and successful aspects of the President's Great Society program. Building from the ground up, it has taken the Office of Economic Opportunity an amazingly short time to transform newly born ideas and blueprints into flesh and blood programs from coast to coast. The list of accomplishments is imposing. So far the war on poverty has served more than 8 million impoverished Americans, one out of four of the Nation's poor, with jobs, job train-

ing, educational programs, and an amazing variety of other services. It has contributed vitally to the emergence of 2.2 million Americans from poverty in 1965. Over half a million jobs have been filled exclusively by poor people. Operation Headstart had reached 1,300,000 disadvantaged preschool children as of the end of this summer. The Neighborhood Youth Corps has provided useful jobs and earning for more than half a million disadvantaged teenagers.

To date, the Office of Economic Opportunity has approved over 7,475 grants under the community action program to about 1,000 local antipoverty agencies in all 50 States. Job Corps centers have been established where nearly 28,750 of our most terribly disadvantaged teenagers are currently receiving remedial education, job training, counseling, and preparation for useful and productive lives. The OEO has approved 323 VISTA, or Domestic Peace Corps, projects in 49 States, the Virgin Islands, and the District of Columbia, in which 2,300 VISTA volunteers from 18 to 80 are serving, with 1,077 more in training. So far, approximately 9,000 poor residents of target neighborhoods have participated on the governing boards of community action agencies across the country.

Perhaps most indicative of popular response, the war on poverty has brought forth an absolutely unprecedented outpouring of volunteer effort, including 350,000 Headstart volunteers, approximately 36,000 members of community action boards, 10,000 members of Women in Community Service, and countless doctors, dentists, lawyers, businessmen, religious leaders, and local government officials who have freely and enthusiastically devoted their efforts and skills to the success of the program.

Flexibility has been a keynote of the Office of Economic Opportunity's thinking, as the exciting new programs and innovations clearly indicate. This summer, 20,418 promising but economically disadvantaged high school students participated in Project Upward Bound on the campuses of 224 colleges and universities, beginning a full year of intensive tutoring and special counseling that will enable them to break the cycle of poverty by qualifying for college. Thirty-seven foster grandparents projects, which serve the economic needs of low-income elderly persons, together with the emotional and psychological needs of the most unfortunate little children in public and private institutions, have won wide acclaim. Over 160 legal services projects are, for the first time, bringing the majesty of the law into battle on the side of the poor; 68 antipoverty projects for migrant agricultural workers are providing the first avenues of opportunity from the migratory labor streams to the mainstream of American life. And 100 American Indian tribes are vigorously conducting their own wars on poverty as a result of the special attention OEO has given to their problems.

In addition, illiterate adults in 45 States are participating in adult basic education programs; work-experience projects have brought jobs and income to over 134,000 family heads previously on

relief; over 32,000 antipoverty loans have gone to combat poverty in rural areas; and small business development centers in 50 urban and rural communities have approved approximately \$22,840,774 in economic incentive loans to struggling small businesses in poverty neighborhoods.

All this and more has been accomplished in less than 2 years under a program that accounts for about 1 cent in each tax dollar, and which is directed by an OEO staff approximating in numbers that which is required by the Air Force to keep a single squadron of B-52's in the air. Our Republican friends have spoken of "chaotic administration" in the war on poverty, but I feel that these facts constitute, instead, a tremendous tribute to Sargent Shriver and his staff. I endorse the war on poverty, and lend my full support to the pending bill.

Mr. MINISH. Mr. Chairman, will the gentleman yield?

Mr. RYAN. I yield to the gentleman from New Jersey [Mr. MINISH].

(Mr. MINISH asked and was given permission to revise and extend his remarks.)

Mr. MINISH. Mr. Chairman, I rise in support of H.R. 15111, the Economic Opportunity Amendments of 1966, with gratification at its many good features but with profound regret at its limitations that will prevent us from making a full-scale assault on poverty and its related ills. The tremendous progress that has been made in the less than 700 days of its existence is clear proof of the need for expansion of the antipoverty program. It is intolerable that the splendid beginning that has been made in giving the deprived and disadvantaged their first chance to achieve a better life may be thwarted by our failure to allocate sufficient resources of our affluent society to the war on poverty. The doors to the American way of life and economic abundance that have been slowly opening to the poor must not be closed again. The commitment that the Nation made in the Economic Opportunity Act to eliminate, within our borders, the ancient plague of poverty must be fulfilled now. To those who object that we cannot afford to launch a major attack against poverty, I say: Can we afford not to?

Yesterday more than 1,000 citizens from the Newark, N.J., area, citizens from all walks of life and all economic brackets, journeyed to Washington to demonstrate their concern about the restrictions contained in the pending legislation. These citizens embodied the spirit of the war on poverty—the spirit of mutual help and neighborliness which made pioneer America great and which has given new hope and vitality to our hard-pressed urban area. This was a stirring example of democracy at work. The poor and the unlearned marched with their able mayor, the Honorable Hugh J. Addonizio; with the distinguished president of United Community Corp., Dean C. Willard Heckel, of Rutgers University Law School; and with other leaders and workers of the community, in the great cause of human dignity and justice. These citizens

know full well that the poor have a major role to play in their own escape from poverty. But they cannot do it alone. The CAP programs, Operation Headstart, Neighborhood Youth Corps, legal services, job training, basic adult education, the Job Corps—all have proved their value in coping with poverty and its ills.

Among the volume of letters, both commendatory and critical, I have received from constituents, was one from a participant who summed up in a few words the whole point of the poverty program:

Men and women and teenagers in our area have been looking at life in a different light since they have been trained for new jobs through the antipoverty funds.

More than 20 years ago President Franklin D. Roosevelt, in proclaiming an economic bill of rights, declared—

We have come to a clear realization of the fact that true individual freedom cannot exist without economic security and independence.

The war on poverty helps to implement that realization. I urge that we do so comprehensively and adequately so that the one-fifth of our population who live lives of poverty and despair can "look at life in a different light."

The ultimate aim of the war against poverty, it has been well said is "to provide the young with the opportunity to learn, the able bodied with the opportunity to work, the poor with the opportunity to live in decency and dignity." To achieve that aim will not be easy. The battle will not be won this year, or next year, or the next year.

The important fact is—we have begun—and we must not falter or retreat.

Mr. RYAN. Mr. Chairman, I am concerned at the import of the remarks which were just made by the gentleman from Minnesota [Mr. NELSEN].

Mr. Chairman, I cannot believe that any Member of this House would deny the right of any citizen of the United States to petition the Congress, or to come to Washington to express his viewpoint or his opinion upon any matter pending before the Congress of the United States. The first amendment to the Constitution was adopted to protect the right of the people to petition the Government for a redress of grievances. I do not recall any outcry from the other side of the aisle when the real estate lobby descended upon Congress to oppose title IV, the open housing section, of the civil rights bill of 1966.

Mr. Chairman, it is my own opinion that the citizens of the country who are most concerned and who are most directly affected by the antipoverty program, not only have the right, but have the obligation to express their points of view and to tell the Members of Congress how the program has been implemented and what their needs and concerns are.

Mr. Chairman, one of the objectives of the antipoverty program, I thought, was to bring about the maximum feasible participation of the poor in the programs conducted under it.

Mr. Chairman, that is one of the objectives of the community action pro-

gram. When people are involved in trying to help themselves to develop their own programs, I believe it is important that the Members of Congress know from them how effective the programs are, and what needs to be done for the future. This is essential if we are going to begin to move toward carrying out the words of President Johnson, which he addressed to the Congress of the United States in his state of the Union message on January 8, 1964—and I would like to quote the President. He said he was "declaring unconditional war on poverty." He warned:

It will not be a short or easy struggle—no single weapon or strategy will suffice—

And he pledged that:

We shall not rest until that war is won. The richest nation on earth can afford to win it. We cannot afford to lose it.

Mr. Chairman, when we enacted the first Economic Opportunity Act in 1964, we knew that we were charting a difficult and hazardous voyage toward a distant shore which no civilization had ever reached before.

But with full knowledge of the magnitude of the hazards and the costs which lay ahead, we accepted the challenge of poverty not simply because it was there, or because it was politically expedient, but because the abolition of poverty is right. It was right to begin an attack on poverty which could abolish it eventually, if we used the full resources of our Nation.

And, Mr. Chairman, there is no reason why the richest nation in the world, the most technologically advanced nation which history has ever known, cannot abolish the anomaly of poverty in the midst of plenty.

Mr. Chairman, that is what the war on poverty is all about, and that is what this bill is all about which we have been debating today and yesterday.

Mr. Chairman, 30 years ago a great President of the United States, Franklin D. Roosevelt, spoke about "one-third of a nation ill housed and ill clad, ill nourished."

Now, 30 years later we know that there is still one-fifth of the Nation living in the subbasement of our society, one-fifth of the Nation is still ill housed, ill clad, and ill nourished and unable to participate fully in our national life. One-fifth of the Nation is now not asking for handouts, not asking simply for shelter and clothing and food, but asking for the opportunity—for the opportunity—to help solve their own problems, to help begin to pull themselves up by their own bootstraps and shape their own destiny.

Mr. Chairman, the community action part of this program is designed to give people in the ghetto communities of our cities and in the poverty-stricken rural areas of our country the opportunity to shape their own programs. This is how it is different from other social welfare programs in the past.

To his everlasting credit, President Johnson saw that, although our Nation is richer now than ever before, there was still one-fifth of our Nation living in poverty.

The first challenge confronting President Johnson was to enable the entire Nation to see how poor 35 million of its inhabitants really are. In the revealing phrase of Michael Harrington, the poor of this country were truly "the other America." They were invisible to the naked eye, that is, unless the eyes and ears of America could be brought into the urban ghettos and impoverished rural areas which scar and pock America's bright new face.

So the first task was to make America face fully facts which seemed so distant when presidential candidate John F. Kennedy told a nationwide television audience that 17 million Americans go to bed hungry every night.

And in this first task, the war on poverty—led by the impoverished people themselves, and by their President—has been a success. Poverty has become a fact, a household word.

The second challenge of the war on poverty was to formulate a program to do something about poverty, to plan battle tactics. It was clear from the start that poverty consisted of more than bad housing, bad clothing, and bad food. Poverty is a psychological as well as a physical phenomenon. In addition to houses and clothes and food, the poor need self-confidence.

In plain terms, the poor needed to develop the belief and the knowledge that they can control their own environment and shape their own destiny.

To accomplish this purpose, we defined a community action program as one "which is developed, conducted, and administered with the maximum feasible participation of residents of the areas and members of the groups served." We charged the Office of Economic Opportunity with the responsibility of involving the poor. At the same time, the Office of Economic Opportunity was to provide education for youngsters, provide jobs for those who might be persuaded to remain in school, encourage people to learn new skills, and confront the myriad problems which are summed up in the word "poverty."

Rapidly, a truism became obvious. The only way to persuade people that they can have a hand in determining their own fate is to ask them to help decide what that fate will be. The only way to overcome their sense of powerlessness is to give them power.

This, Mr. Chairman, was the key to the battle plan for ending poverty. Help people to help themselves. Handouts—housing, food, and clothes—are not enough.

Thus the community action program was born. It was a bold new idea and to use it as a weapon against poverty could be very dangerous. For it required the creation of new institutions which would threaten the existing power structure. But the community action program represented the kind of challenge which must be met to create a successful program.

Mr. Chairman, the third challenge of the war on poverty was to wage it: to finance it adequately, to see it through the difficulties, and to win it.

Today we are meeting, in effect, to review our battle plans once again. There are those who argue that the effort has already cost too much—too much money, too much power of local officials, too much patience by the American public. They would cut spending, abandon the controversial programs, and redistribute the remaining functions to other agencies.

I totally disagree with those arguments. When we passed the Economic Opportunity Act 2 years ago, we knew that to be successful the program would have to be daring and controversial. The question which we should ask today is not whether the program is treading lightly, but whether it is having any success.

Naturally, it is very difficult to evaluate a new program of this sort after only 2 years, with any real precision. It is particularly difficult to evaluate the effect of community action. How does one weigh dignity? What price does one put on indignation?

However, a moving testament to the effect of community action is the hundreds of people who have come to Washington from all over the country today to join the poor people's march. The point is that these people care. To them the war on poverty is no longer the administration's war—it is theirs. Their families and their communities are the ones at stake. They have now decided that they want to carry on the struggle. From us they ask the money to do so. Rather than taking exception to their presence here, as the gentleman from Minnesota [Mr. NELSEN] did, let us see it as a measure of the success of the program.

Mr. Chairman, I should like to review some of the accomplishments of the war on poverty which perhaps can be more easily measured.

In the 2 years since the Congress declared it to be the policy of the United States to open to everyone "the opportunity for education and training, the opportunity to work, and the opportunity to live in decency and dignity," economic opportunity programs have reached almost 7.8 million people. More than 1,361,000 children have been enrolled in the Headstart child development program. More than 600,000 jobs for teenagers have been provided through the Neighborhood Youth Corps. Over 5.1 million people have been served by the almost 700 community action agencies.

Yet I would be the first to agree that this record is inadequate. We have reached 7.8 million people, but 30 to 40 million people live in poverty. The programs have barely begun to take effect. The administrators have just begun to develop the understanding and expertise to administer them effectively. To date, the war on poverty has been little more than a skirmish. It is time now to expand it rather than to explore ways to limit it.

Mr. Chairman, in the war on poverty I am a hawk. When the 1964 legislation was proposed, I enlisted for the duration. I believe that the Congress has made a moral commitment and must carry it

out. If we do not, it is not only the poor who suffer, it is the Nation as a whole.

It is with this feeling that I would like to comment on particular provisions of the Economic Opportunity Act Amendments of 1966.

The Job Corps under title I provides residential centers for young men and women, 16 through 21, in a coordinated program of basic education, skill training, and constructive work experience. It is designed for youth lacking the schooling and skills for decent jobs. A typical enrollee entering the Job Corps has only a 4.7 grade reading level, although he has finished 7 years of school. He is 7 pounds underweight, and the chances are four out of five that he has never seen a doctor or dentist. Forty-five percent of the enrollees are from a broken home. Sixty-five percent are from families where the head of the household is unemployed. Fifty percent are from families on relief. Nine out of ten enrollees are unemployed at the time of enrollment; the 1 in 10 who is employed earns an average wage of only 80 cents an hour.

For 9 months, Job Corpsmen are given 60 hours a week of training and instruction, including work training, basic education, guidance and counseling, physical fitness, and citizenship. The success of this training is noteworthy. The typical Job Corps graduate has raised his reading level by two and a half grades. He has gained 10 pounds and is no longer underweight. He has received medical and dental care and is now in good health. His earning capacity is now solid; Job Corps graduates have moved into jobs with an average entry of \$1.68 per hour.

Furthermore, as the committee has noted:

Any attempt to objectively evaluate the Job Corps must take into account that its target population is youngsters who are not only poor, but also have no other alternative training available to them.

So the fact of the matter is that the Job Corps is not only successful, but it is unique.

It not only represents a constructive opportunity for the poor; it represents their only opportunity.

Despite these glowing facts, the committee has chosen to limit the program. It has cut the administration request by a full \$28 million and set a ceiling of 45,000 enrollee positions or training slots for all conservation camps and urban centers. It offers as a justification "the present high cost per enrollee," but I would prefer to consider the high cost of welfare payments year after year, the cost of unemployment compensation year after year, and most of all, the cost in human dignity which follows the realization that one is not only unemployed but also unemployable.

Unfortunate as the committee's action on the Job Corps is, the treatment of the community action program is even more serious, for the community action program is the very heart of the war on poverty. Embodied in nearly 1,000 urban and rural antipoverty agencies across the Nation, it has become the catalyst of

community renewal and the conduit from poverty to opportunity upon which the entire national effort depends.

A guiding spirit of the community action program is faith in the idea of a "community," where people can work together to identify common interests in a goal as large and noble as the eradication of poverty, and can link their efforts in achieving this goal. Community action programs represent one of the most important ways in which the poor can formulate and articulate their views. Congress should not restrict this program, which at last has given people a chance to help determine their own future.

However, the committee has downgraded the community action program. Section 210 of H.R. 15111 amends title II of the 1964 act by striking out that provision which directs the Office of Economic Opportunity to give preference to programs and projects which are components of a community action program.

The community action program is further downgraded by the authorization provisions contained in H.R. 15111. To implement the provisions of title II, \$832 million is authorized by section 2. From that total at least \$509 million is authorized for programs other than community action. Many of these are quite worthy—as I will point out later—but the fact remains that they will all have to be paid for from community action funds. Only \$323 million remains unearmarked, that is, remains to be allocated by the local communities—which is about \$125 million less than the amount authorized for community action in fiscal year 1966, and about \$150 million less than the administration asked for for fiscal year 1967.

I am particularly distressed by the effect which this restricted CAP budget will have on New York City. The poverty program in New York has been misadministered by local officials, but nevertheless it is now beginning to make some headway. If all of the programs now operating in the city were to be renewed and funded for the next year, they would cost \$36 million—even if no new programs were started. Yet under the authorization in this bill only \$23 million could be made available. Thus current programs in the city—which are far from large enough to accomplish the purposes of the act would have to be cut by one-third.

The committee is to be commended, however, for the other changes which it has made in defining the role of community action programs. The new definition of "community," making it clear that it is not necessarily coextensive with a political subdivision, is consistent with the concept which I have fought for in trying to amend the Economic Development Act to allow an area like Harlem or Watts to be treated independently of the political unit of which it is a part. It also would seem consistent with the purposes of "community" action to require, as 202(c) now would, that the representatives of a community action board reside in the community itself.

More important, the proposed new section 205(f) would require that at least

20 percent of the funds available for carrying out community action programs would have to be used for operating independently funded programs in communities in which an overall community action agency is concurrently in operation.

This amendment is similar to a proposal which I made in a letter to the Director of the Office of Economic Opportunity, Sargent Shriver, on April 30, 1965. I pointed out:

The success of the President's antipoverty program depends upon stimulating local initiative. This must not be stifled by permitting the city to have a stranglehold on the program. There is a fear that, unless the city controls the program, the status quo will be threatened creating a problem for the city. Because of this political fear and the enticing visions of a new patronage pool, the city administration is attempting to thwart the intent of Congress.

Noting the failures of New York City to get its proposed programs off the ground, I said:

There should be a substantial amount of direct Federal funding to local community action programs. . . . This will provide for diversity as well as a balance between the city and private, nonprofit agencies.

Hopefully the OEO will now be able to cope with such situations directly.

Mr. Chairman, a second important result of independent funding is suggested by the committee in the report:

The amendment will insure—

The report says—

that there is unequivocal opportunity for nonumbrella groups of a grassroots nature to undertake independently funded projects.

As the committee has made clear, the grassroots nature of the independently funded projects is not to be considered a substitute for the maximum feasible participation of the poor in the community action boards. Rather, it is an additional method of involving the poor in the projects which will help to shape their environment.

There are other commendable aspects to H.R. 15111 as well. The Office of Economic Opportunity and the committee have been imaginative in devising new and exciting programs, while expanding a few—too few—of the older, already successful programs.

The Neighborhood Youth Corps authorization has been increased to \$496 million, which is almost twice as much as was obligated during the past fiscal year. The new amount is expected to result in 180,000 job opportunities for youths in school during the next academic year, 180,000 summer jobs to bridge the academic gap between spring and fall and help insure the return to school of disadvantaged youngsters, and 85,000 full-time job opportunities for school dropouts. The out-of-school program has been improved by including not only work experience but other assistance, such as basic literacy training and occupational skill training, as well by broadening the program to include on-the-job training in private employment.

Mr. Chairman, Sargent Shriver has called Project Headstart "OEO's greatest single measurable success." It has had

great impact on the children it serves, as is evidenced by the fact that children's intelligence quotients have been raised by as much 8 to 10 points in just a 6-week period. This record is recognized by the committee's action in authorizing \$352 million—almost twice last year's obligation—for this year's Headstart program. The additional money is to be used to improve health, nutritional social, educational, and mental health services for the preschool children.

Mr. Chairman, at this point I must express my great concern about the administration of the Headstart program by New York City, a problem which underlines my view expressed earlier that there must be more direct funding by OEO of independent programs.

New York City's Headstart program has been tripped and often immobilized by an impossible tangle of redtape.

Last December, OEO approved \$6.5 million for Headstart programs which were to benefit some 12,000 New York City youngsters in programs operated by 46 agencies, including New York City's Board of Education. The programs were to operate during the 6 months period from January through June.

By the middle of April only 21 independent agencies were operating Headstart programs, 7 agencies were partially operating, and 17 agencies with programs involving 3,500 children were not operating at all—the children trapped in the middle of bureaucratic wrangle.

Mr. Chairman, many of the independent Headstart agencies in New York City have been pleading with OEO to be able to negotiate directly with the Federal agency, to be funded directly, to avoid the morass of local redtape which has impeded rather than facilitated their efforts. One of the important purposes of the antipoverty program is the development of community action and self-reliance; yet many of the persons operating these local programs feel that almost all their efforts are absorbed in fighting through the many layers of local bureaucracy only to be confronted in the end by another layer of Federal bureaucracy.

I believe that there are many instances where it is in the interest of the poverty program to have OEO deal directly with local independent agencies. And I feel particularly strongly that the Federal Government should step into a direct administrative position when a local poverty umbrella agency has demonstrated its inability to effectively administer a program.

Mr. Chairman, I want to note that new approaches will be introduced to strengthen old programs. Section 211 of the pending bill would expand the adult basic education program to include not only reading and writing English, but also other basic skills, such as arithmetic and speech. Section 305 would authorize VISTA to spend up to 15 percent of its funds for special volunteer programs which would include the employment of low-income persons.

One especially important program that will be enlarged by H.R. 15111 is the legal services program. In a few short months it has emerged as one of the most effective

arms of the antipoverty effort. Administered as a branch of the community action program, it sets up local legal assistance projects in urban and rural areas. Local projects generally establish community law offices in the target poverty neighborhoods, thus providing immediate legal aid and representation to the poor in the countless crises of their lives, in which the law is, or can be, the crucial determining factor. The extent to which the poor are in need of legal services cannot be exaggerated—and OEO has moved dramatically to meet this need, to close the gap between poverty and justice.

The poor are at a power disadvantage, politically and economically, in American society, and one of the traditional roles of the law is the elimination of the arbitrariness of power. Equal justice under law is an ideal which can only be obtained when strength and influence are countervailed by effective legal protection of individual rights. Unprotected rights are no rights at all.

Mr. Chairman, let me give you an example of how the legal services program helps the poor. In urban areas, slum dwellers often demand that landlords bring their property up to the minimum standards required by municipal housing codes before they pay their rent. The landlord's response to such demands frequently is the service of an eviction notice: "If you don't like it, get out." Such response has made it possible for landlords to flaunt housing codes, for poor people would rather live in rundown apartments than in none at all. With a legal services lawyer to defend the tenant, the practice of evicting tenants who demand habitable apartments can be significantly reduced.

In addition to providing legal aid, OEO has funded one program at Columbia University which is a research project, designed to develop a body of expertise—presently nonexistent—on the subject of the legal problems of poor people. In cooperation with this program, the Neighborhood Legal Center of Mobilization for Youth, recently funded by OEO, has already begun litigation challenging unannounced visits to welfare recipients' homes by investigators of the New York City Welfare Department. The Columbia project will make the issues, opinions, and arguments available to legal services projects throughout the country.

Law schools are being encouraged to use OEO funds to develop courses dealing with the legal problems of the poor. Both the University of Detroit and the University of Mississippi have already begun such programs, and both of these programs are functioning in connection with OEO-funded law offices in which law students are able to learn at first hand the kind of legal problems which the poor actually have, and the manner in which lawyers can be of use in solving them. Thus, OEO is changing not only the world of the poor but also the world of the lawyer. One result of this program has been a tremendous enthusiasm for the program on the part of law students, many of whom will devote their time and energy to legal services to the poor after law school.

OEO and the project agencies around the country have been flooded with applications for jobs in legal services programs. If legal services does nothing but interest a large number of intelligent law school students and recent graduates in the need and opportunities for providing legal help for the poor, I would feel it is worth while.

At least three new programs also deserve special mention. The first, contained in section 205, would authorize \$88 million in fiscal year 1967 to provide training and public service employment for the hard-core unemployed. Work experience will be combined with educational and training assistance, such as basic literacy and occupational training, and it is estimated that at least 25,000 people will receive jobs, training, and supportive services during the next year. This is a creative new idea, which attacks hard-core unemployment while supplying needed services. Experts estimate that some 5 million people could be usefully employed in the fields of health, education, urban improvement, and welfare. The supply of trained personnel to fill these positions is inadequate and is becoming increasingly more so. What better people to train for these jobs could be found than the chronically unemployed?

Mr. Chairman, the uncontrolled growth of narcotics addiction has become a fact of life for many of those in the target areas of the war on poverty. Section 207 is aimed at helping to meet this problem. It authorizes \$12.5 million for a new experimental program for the prevention of narcotic addiction and the rehabilitation of over 5,000 addicts. The approach is noninstitutional. It would offer the motivation of a job, combined with educational and training assistance, in a total effort toward providing the addict with a hopeful, not despairing, future. This program is particularly important for New York State, where nearly one-half of the known narcotic addicts in the Nation reside.

Section 207 also provides another important new program by authorizing \$8 million to establish a program of small loans to persons from low-income families who are confronted with financial emergencies. Approximately 40,000 loans, each bearing 2 percent annual interest, would be made and wherever it is feasible, the loan will be made through local credit unions created in poverty areas through community action groups. Such a program holds out great hope for averting family tragedies induced by a lack of urgently needed funds, although I must express my disappointment that the loan limit should be only \$300 per individual.

Mr. Chairman, while the war on poverty has initiated many new programs, the necessary financial commitment has not been made. Last year, for instance, we authorized \$1.785 billion for the fiscal year 1966 portion of the war on poverty. But when the appropriations bill came up, it appropriated \$1.5 billion. I deplored this action and introduced H.R. 15851, which would have appropriated

the additional \$285 million needed for full funding of the war on poverty in fiscal year 1966. The bill we now consider authorizes \$1.75 billion—\$35 million less than last year. On the other hand, the Senate bill authorizes \$2.5 billion. When this bill goes to conference, I hope the Senate figure will prevail.

Mr. Chairman, we have made a solemn promise to the poor. We have the opportunity and the duty to fulfill that promise with total commitment. Let us proceed to do so.

Mr. QUIE. Mr. Chairman, I yield 20 minutes to the gentleman from New York [Mr. GOODELL].

(Mr. GOODELL asked and was given permission to revise and extend his remarks.)

Mr. PELLY. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman from Washington.

(Mr. PELLY asked and was given permission to revise and extend his remarks.)

Mr. PELLY. Mr. Chairman, in this debate on the Economic Opportunity Act Amendments of 1966 I wish to give the following examples which point out to me that needless duplication of existing, private, State, and Federal programs is occurring under the auspices of the Economic Opportunity Act.

Just yesterday I received a communication from the Seattle Building & Construction Trades Council which called my attention to the fact that the Opportunities Industrialization Center in Seattle is competing with an apprenticeship program which is already operating successfully and which is sponsored jointly by State and Federal funds.

Instead of funding over \$1,135,000 to the Seattle project, why was the existing program not enlarged upon if the need is there?

Another glaring example was called to my attention early this summer when the magazine *Welding Engineer* carried an editorial pointing out that the Office of Economic Opportunity had set up a welding training program in an eastern city and that the initial program would cost about \$16,000 a year to train four welders. This is figured on the \$3,800 cost for a 12-week course in arc welding. As if the cost were not a sad enough commentary, there is also another one—the students are receiving training only with stick electrodes. There is nothing in the course to instruct the student in the use of the Mig gun which is used extensively in the trade.

I do not know why a welding school has to be set up in a city that has two of the best privately operated welding schools in the country, schools where experienced teachers would provide welding students with adequate training and virtually insure them a job at a cost of one-fourth to one-eighth the money the Office of Economic Opportunity is going to spend per student.

Mr. Chairman, these are just two of innumerable examples of waste in Government spending through duplication of OEO programs with existing and ade-

quate private, State or Federal programs. I would urge each of my colleagues to give careful consideration to the provisions of the legislation which we are currently considering so that we might alter or eliminate those portions which would lead to further needless duplication of programs.

Mr. GURNEY. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman.

(Mr. GURNEY asked and was given permission to revise and extend his remarks.)

Mr. GURNEY. Mr. Chairman, last year, when we were discussing this same poverty war here in the House of Representatives, several of our colleagues here in the House spoke of the hopes that we had had for the program. When the original bill to establish the OEO came before us, the Congress had hopes for a vigorous, effective program to combat one of our most serious national problems. Our hopes were shared by the impoverished.

Last year, when we discussed the continuation of the program, we looked back at those hopes and at the failure of the poverty war to meet them. We noted with disappointment that the strong, vigorous, imaginative program we had been promised was in practice a half-hearted ineffectual sham, weighted down with political patronage, untrained and unqualified personnel, and with a complete lack of purpose and direction.

I wish that I could stand here a year later and report that the situation had improved. I wish I could point to the improvements and the attempts to clean up the problems. I wish I could point to poverty-stricken people whose faith in the Government had been renewed and, most important of all, whose faith in themselves had been renewed by the work of the OEO.

Instead, I find only more disappointment, more political antics, more mismanagement, more people asking "when will the poor be helped?" We have pumped billions of dollars into a program that has never gotten off the ground. And here we stand once again, about to pour in more money, about to pledge the taxpayers to another year of supporting one of the most expensive boondoggle in our history.

Perhaps the most heartbreaking part of this is the realization on the part of the poor that this program which promised them so much can give them so little. Many of the people we are dealing with here are already suspicious of their Government. They feel that it does not represent them, and they blame their society for the poverty they live in. One of the most laudable goals of this program was to restore their faith and give them hope and confidence.

This summer, two teaching Sisters from a convent in Florida came to Washington and worked with the poverty program here. With their lives already dedicated to helping others, they came full of energy to see and help in

what they expected to be a shining example of what the program could do for the poor. They left hurt, bewildered, and disappointed. They told me of young men and women who were just beginning to think that someone cared, beginning to really want to learn and work and make something of themselves. They told me of the promises made these young people and never kept. Paychecks were held up for weeks. Careless handling of the books and confusion in offices resulted in incorrect payments, errors which then took weeks to correct. They told me of equipment promised and never delivered, of appointments broken, of endless waiting, of the struggle to get needed supplies, of the royal runaround whenever they tried to appeal to the poverty authorities.

They were indignant, they were upset, and they were terribly disappointed. They saw young people buoyed up by hopes and promises, let down. They saw old suspicions creep back. They heard cynicism return, and apathy and distrust.

Their story is not an unusual one. We have heard it in variation from all over the country. Bungling in the OEO has come to be expected, and such reports cause little surprise any more.

In Memphis, Tenn., youths with a weekly salary of \$31.25 were forced to kick back \$25 each from their salaries for the hiring of an unauthorized supervisor. In Bellevue, Nebr., a Neighborhood Youth Corps project was canceled after it was discovered that 90 percent of the youths enrolled were not from low income families. Officials in Chicago admit that 27½ percent of their 23,804 children in the Headstart program were from families exceeding the poverty level. They did not even know the incomes for 20 percent more. This means that another 5,000 disadvantaged children could have been helped.

Payroll ghosts are haunting the Boston community development program; 200 of the 600 teenagers employed last summer claim that their W2 forms showed more income than they actually received. An additional 200, for whom W2 forms had been issued and in whose names checks were written cannot be located—either because they were signed up without addresses or because they never existed.

In North Tonawanda, N.Y., after waiting since August of 1965 for the application forms to arrive, the city paid for its own director, teachers, and facilities to get the Headstart program underway. The forms arrived in November, and the officials were told that there was no hope of getting them cleared before March of 1966.

In Wisconsin, a Job Corps enrollee was assigned to a camp 90 miles from his home. His travels to get there covered 400 miles and 2 days, 3 plane changes, a bus ride, and a car ride. All this was at Government expense, and after the Job Corps had been advised that the cheapest way would have been by taxi for \$35.

In Chicago, city hall controls the appointment of 42 of the 75 community action directors. This enables the mayor to keep control of the \$21 million in pov-

erty grants to keep his political machine running.

In Philadelphia, of the first 16 group leaders hired to work with youngsters in the Neighborhood Youth Corps, 13 had arrest records including larceny, assault and battery, and morals counts involving minors.

In Charleston, W. Va., the poverty programs spent \$345,549 to renovate a hotel worth \$250,000. A corporation whose president was then a leading Democrat officeholder receives \$94,800 a year profit on the property.

In Pasadena, Tex., they did not understand the Youth Corps to be a strictly "poor-folks" program. The chairman of the selection committee was quoted saying:

We felt there could be kinds of poverty other than material poverty, that perhaps some needed jobs for spiritual or other reasons.

It was reported that some youths were hired who just wanted to support a car. If they went down the list far enough, he admitted, it is possible a boy with a father and mother who made \$20,000 a year could have been hired. Maybe that is poverty in Texas, but I doubt that this is what Congress had in mind.

Over one third of the employees, 38 percent making over \$6,000 at five men's urban Job Corps centers received over a 20-percent increase to join the war on poverty. Percentage increase run as high as 526 percent, and increases over 100 percent are not at all uncommon.

On the subject of salaries, our distinguished colleague the gentleman from Ohio, [WILLIAM AYERS], pointed out some very pertinent figures earlier this year. According to the President's 1967 budget 6,484 permanent Federal employees are budgeted to run Mr. Shriver's war at a cost nearing 53½ million in salaries alone. Twenty-five of these are paid more than General Westmoreland. Five receive more than the U.S. Commissioner of Education who runs programs twice the size of the entire poverty war.

The tragic part is that this bill we are talking about today only repeats the same old promises, only makes the same old claims, only tries to buoy the hopes of the poor, without providing a single concrete step for fulfilling them.

We have had 2 years now to profit by our mistakes, to learn by our experiences and to try to improve the concepts and the operation of the war on poverty. Instead, we have just poured in more money.

It has become even clearer than it was last year that the majority does not want the investigation of the war on poverty that is necessary if we are to make the program work. We have attempted on many occasions and even introduced legislation to institute such hearings and investigations, but we have been blocked at every turn. The hearings were so stacked with favorable witnesses that Sargent Shriver turned out to be the most critical. Republican suggestions for witnesses were summarily rejected.

Mr. Chairman, the American people deserve a better return on the investment of \$2.3 billion of their taxes. And they

deserve to know where the next installment will go and what they will get from it. No one expects the program to end poverty overnight, or entirely. But we do have a right to expect that after 2 years and \$2 billion, some progress might have been made. Or at least that some progress is in sight.

Unfortunately, it looks as if all that is in sight is more waste, more unkept promises, more highly paid political hacks, and more newspaper articles about the failures and foibles of the most expensive fraud of the decade.

This is not what we wanted. This is, unfortunately, what many of us predicted. It did not take a crystal ball to see that a poorly conceived and badly planned program run by unqualified leaders on political patronage was doomed to fail. And it takes no occult powers to see that until these basic flaws are righted, the poverty war cannot fulfill the hopes of either the poor or the taxpayer.

It is not because we are not interested in the poverty stricken that we oppose this bill. It is rather because we do care and because we would like to be able to answer the cries of "when will the poor be helped," that we continue to insist upon a more responsible program.

Mr. McEWEN. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman from New York.

Mr. McEWEN. Mr. Chairman, every now and then we all get a wonderful letter from what we like to call our grassroots back home. If you will indulge me, Mr. Chairman, I would like to read a letter I received from a lady. I think this is truly grassroots, Oswegatchie, N.Y. I will not try to identify where that is in the foothills of the Adirondacks.

But in this letter she wrote to her Congressman, she said this:

The "Vista" program in Oswegatchie was (is) sure a big joke! You should have seen the two characters who came here last fall to show us how to live. Ha! Two beatniks, no less, with scraggly beards and long hair to say nothing of tight pants. One left when we had our first frost—the second has stayed on and altho we can't see that he has done anything for Oswegatchie in 7 months, we have managed thru the school and clergy to make him look quite human, so now he has taken his government car and his credit card and gone to Potsdam to live.

The community she refers to has two colleges.

Her letter continues:

He is now shorn and shaved so we have reversed the formula and have done something for VISTA. And when he returns to Berkley College in California next fall they may send us a whole flock of these characters to "humanize."

Finally, Mr. Chairman, she concluded in her letter as follows:

You may wonder what sort of a nut I am. I am one of many who try to serve their community and fellow men—who work in churches, on school boards and fraternal organizations; who hold a job—care for their homes and families and who worry about wars in far-off lands that kill our fine young men for reasons we do not always understand, who desire to build up a certain amount of security for our old age, if we achieve it, and who still have faith in God and country and even our Congressmen.

Mr. Chairman, I thank the gentleman for yielding.

Mr. GIBBONS. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman.

Mr. GIBBONS. I am going to assume for the purposes of my remarks here that your letter is correct and I am sorry that this was not brought to my attention sooner because I am opposed to that kind of person myself, the kind of beatnik who was described there. They do not represent my philosophy and I hope that they do not represent the philosophy of this program.

If you have any evidence of this, if you will turn it over to me, I will do my level best to get them out of the program. They are an embarrassment to me personally, and I think they are an embarrassment to our Congress.

Mr. Chairman, I hope the VISTA program can be a fine program. I regret to hear these kind of remarks about the volunteers.

Mr. GOODELL. Mr. Chairman, as we near the end of the general debate, I would like to emphasize first of all that we Republicans have tried to take a constructive view of the poverty program. From the very beginning—and I will not reiterate what has been said here earlier today—we have offered specific alternatives. Since the program has gotten underway, and it is now 2 years old, a great many problems have developed.

It is a matter of deep concern to me as a Member of Congress, as it must be to you, that these problems seem to proliferate and compound themselves.

Unfortunately and sadly, it would appear to me that this Congress is not prepared even today to take the direct action necessary to begin to do the job that we all agree should be done.

There have been good programs. Some of them were proposed by a few of us before there was a war on poverty and they have done some good. But it is unforgivable that after 2 years we are unwilling as Members of Congress, yes, as Americans, to take an honest look at this program and make the changes that should be made.

I am sad to say that this year the hearings on the poverty program were a farce, literally. Those who were heard made contributions, but they were almost exclusively those who were representing the administration.

We asked that there be 67 different witnesses called. Some of the Republicans had been out on the road with the investigative staff; some of the Democrats had. We talked with people in the field who were striving to make this law work. We were aware of the number of problems. We felt there were people who were working to eliminate poverty who had greater wisdom, perhaps, in the practical application of this program than we did.

None of the 67 witnesses were called. Not a single constructive critic was called. In fact, the most critical witness was the first, Mr. Shriver, who spent the first five pages of his testimony outlining an admission of things that were wrong with the program.

When the chairman of our committee was asked by the press why none of the 67 witnesses were called, he said, "Because I am chairman."

This concerns us because today we come to the final moments of general debate. Tomorrow we will be marking up this legislation. The gentleman from Minnesota [Mr. QUIE] will at the outset offer a constructive substitute that has been, I must say, much misrepresented. It is called the Opportunity Crusade. It would drastically redirect this program.

A few minutes ago I listened to the very eloquent words of the gentleman from New York [Mr. RYAN]. He expressed very well the objectives that many of us have. He expressed very well what many of us wish this program were.

Unfortunately, too often the program does not stack up. We have heard discussion earlier of the poverty program reducing the welfare rate. We would all like to do that. We would all like to get more people off welfare. The evidence is that in a period of mounting prosperity and decreasing unemployment, welfare expenses have been going up. I need only quote the report of the Appropriations Committee this spring in the second supplemental appropriation bill:

When Congress acted on the regular annual bill for the Departments of Labor, Health, Education, and Welfare for fiscal year 1966, it reduced the request for grants to States for public assistance by \$242,200,000 on the basis that we have been appropriating hundreds of millions of additional dollars every year for the past few years for programs that are aimed at combating dependency, and the outlook for reduction in the rate of employment was better than it had been for a long time.

This was the summer of 1965. Continuing:

Of course, unemployment rates have been going to even lower rates than was anticipated when Congress acted on the original appropriation for 1966, yet in the face of this fact, the request for a supplemental appropriation is not only to restore the reduction made by Congress last year, but for an additional amount of approximately \$140 million.

We can argue about the merits of individual programs, but none of us can argue about the fact that there are warning signs, that the amber light is up on this program, if not a more serious warning, and if we believe in the objective of eliminating poverty—and I think we all do—we had better make some changes. So when those of us who criticize, offer constructive suggestions in the next few days and present our views, I hope they will have the serious and sincere attention of the membership, and that we can make some significant changes in this program.

The gentleman from Minnesota [Mr. QUIE] earlier talked about the Job Corps. I will not reiterate the many revelations there have been. I might say that I have never been one who criticized the fact that there were some problems in Job Corps camps getting unruly youngsters adjusted, provided officials were realistically trying to apply discipline. I have never been one who criticized, where people, young people, who had had problems and brushes with the law, were be-

ing given a reasonable and realistic chance to make good, and yet some of them might get in trouble. This is inevitable.

But we get a little tired of the reply constantly that we have to expect these things, and we do not do anything differently to perhaps improve the program.

We have now had, according to present statistics, 11,254 young people graduate from the Job Corps camps. OEO has claimed 4,971 of them as confirmed placements in jobs, in the Armed Services, or in school. That's less than half.

I would say that if we have saved less than half, if we have really saved them, the investment would be worthwhile. But unfortunately, the best objective analysis that we have been able to get by respected economists and academicians is that these figures are not reliable.

When we look at the procedures followed with respect to Job Corps enrollees, we cannot help but have questions. The boy or girl graduates from the Job Corps and then what happens to him or her?

Unless he locates in the immediate area of that Job Corps center, the center is finished with him. He is referred to a regional office. The regional offices have just been developing and getting personnel. They have had all sorts of problems churning all around them. They obviously were not giving individual care to the enrollees to try to help these youngsters get back into the flow of our economic system.

A large number of them, in fact most of them, have been graduated and just dropped back into society. Most of these figures we find are reports that they had a first connection on a job. They are very unreliable reports. In some instances, we found that actually they had taken jobs at a lower level than they had before they went into the Job Corps.

Mr. QUIE. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman from Minnesota.

Mr. QUIE. Mr. Chairman, from the figures I can find, there are over 11,000 graduates and only about 5,000 placements. This brings another point to mind. In the Job Corps center, the Job Corps program has people who apply from all over the country, and they come to the Job Corps center, so therefore the community identification is lost, the feeling of the people in that area that it is their job center for their young people.

So we have a community relationship breakdown.

There are two things that go wrong. There is the impossibility of following through on placement and, second, the community relationship breaks down, the rapport between the people in the Job Corps center and the people who should depend on it to give them help.

Mr. GOODELL. Mr. Chairman, I agree with the gentleman. I must say many of those sitting here know that 4 or 5 years ago, I was asking for a resident skill center on an experimental basis in the District of Columbia. I believe in this concept. But I have been very much concerned at the misuse of this concept.

Perhaps we only have to write one statistic into the Record when we con-

sider what has been going on in these Job Corps camps, and that is the statistic that was referred to earlier in our debate. In the vocational area residential schools, the average cost per enrollee has been \$2,600, testified to in our hearings in the Education Subcommittee, with an 80 to 85 percent job connection confirmed at the end of the road. They took, in some instances, Job Corps dropouts and rejects.

What is the cost in the Job Corps? It is estimated somewhere between \$9,000 and \$12,000 or \$13,000. If nothing else, we can say that for the cost of \$9,000 or \$10,000, we should be able to take care of three or four more youngsters than we have.

Many of us bridle because we are not convinced that for that cost we have actually done anything very significant for these people.

I will not belabor this point. Page 12 of the report finally released by our chairman, at the bottom of the page, in the last two paragraphs, talks about the conservation camps. It could readily read right out of our debate of 1964, spoken by Republicans:

First, the skills being taught at these centers are not marketable in an urban area environment, from which most of the enrollees came and to which they will return.

Second, most of the centers are so remote to the need for doing meaningful conservation work that the corpsmen spend most of their time keeping the centers intact.

Third, most of the enrollees enlisted in the Job Corps to learn marketable skills and find themselves in remote places doing nothing but digging ditches, which discourages many beyond the point of restoration.

That is from the chairman's report.

With all of these factors let me emphasize, I believe very deeply in the concept of involvement of the poor. Perhaps the saddest part of this program is the community action program. We have made some good starts, but basically across this country we have had chaos for 2 years in the formation of our community action boards. It is time Congress delineated in the law what kind of representation we expect on these boards. It is time we set a minimum requirement of involvement of the poor, in representation on the board. It is time we set, as the gentleman from New York [Mr. RYAN] and the gentleman from Minnesota [Mr. QUIE] advocated last summer, a minimum requirement for involvement of the poor on these boards, as well as the involvement of all other elements of our society and community. The gentleman from Minnesota [Mr. QUIE] advocated that in specific terms when the original poverty proposal came to our committee in 1964.

It is time we faced up to the fact, and it is a fact, testified to in the record, in Los Angeles, Cleveland, Memphis, San Antonio, St. Louis, Atlanta, Albany, Mobile, not to mention Oakland and Chicago, we do not have true representation of the poor, selected by the poor themselves, on these boards.

But we seem not ready to do anything about this, to set out the standards for fiscal responsibility, to eliminate the community civil war that has been going on in too many of our communities, to

insist that OEO set clear administrative guidelines and stop vacillating back and forth, treating one community one way and another community another way and retracting the financial commitments that have been made.

It is time we started involving the States, when we can, in this whole program.

In good faith the gentleman from Minnesota [Mr. QUIE] and I have prepared the opportunity crusade. It would cut \$300 million out of the total cost of the war on poverty. It would do so by several devices.

First, it would transfer the Headstart program under one leadership, the Office of Education. It would see to it that all of these programs were coordinated.

Someone said earlier, "We have given up coordination."

My gosh sakes, what we want is coordination. We want manpower training programs to coordinate with the Job Corps and not to send children to the Job Corps who can be trained under vocational education or manpower programs. We want them to start cutting costs. We want the OEO to concentrate on community action.

We would double the money in community action. Unlike the committee bill, we do not earmark these funds. We want to insist on representative boards, and then let them use the money the way they see fit for their people, with representation of the poor.

We would realine this program to give the SBA responsibility for the small business loans, keeping the community action boards involved in these decisions but putting the responsibility in Washington on a single agency.

Believe me when I say we are convinced, after all the administrative chaos that has gone on in this program, the OEO has all it can handle, if not more than it can handle, in just the community action program. That is what we would leave it with.

We hope the Members will give the opportunity crusade and our amendments serious consideration, because they are offered seriously and sincerely.

COMMUNITY ACTION—A WHISPER OF SCANDAL?

Mr. Chairman, the community action program has the greatest potential of the entire poverty program as an innovative force to channel and focus all Federal, State, local and private efforts for the development of human resources. As designed, the community action program would allow, for the first time, the people to be served by the program the opportunity to communicate their real needs to people with the ability to assist them. Through a two-way communication, each community could work out a program specifically tailored to meet the specific demands of its peoples. How has the performance of community action matched the potential? The structure would hardly be recognizable by the blueprint. Community action has become the most confused, mismanaged, and ineffective effort of the entire poverty program.

The original design of the program has been obscured by—

First, virtual community civil war over the structure of community action policy boards caused by the vacillating and indefinite policy by OEO central on representation;

Second, fiscal irresponsibility and chicanery;

Third, the failure of OEO to set adequate administrative guidelines;

Fourth, the vacillation of OEO on guidelines that are set;

Fifth, the retraction of OEO from financial commitments to CAP's; and

Sixth, failure to involve States.

Formulas for selection of the CAP boards varied. Some cities have been allowed to hedge on the establishment of a representative board while others have had their funds withheld until they have complied with an OEO prescription. In the prepared testimony for the Education and Labor Committee, Mr. Shriver acknowledged that there was insufficient representation of the poor in: Los Angeles, Cleveland, Memphis, San Antonio, St. Louis, Atlanta, Albany and Mobile. Two additional cities not mentioned by him, but acknowledged to have very controlled selection of membership, are Oakland and Chicago.

Full committee investigators found true representation and participation lacking in Atlanta, Baltimore, Chicago, Cincinnati, Cleveland, Newark, New Haven, and Oakland.

Last year, Mr. Shriver was ballyhooing elections as the true method of getting involvement of the poor on community action boards. After several well-publicized attempts at holding community-wide elections of the poor, the disappointing turnouts—1 percent, 5 percent, 4 percent—caused Mr. Shriver to completely reverse his position on elections. We do not support elections as the sole method, nor necessarily the best method of achieving involvement of the poor. On the other hand, we do feel that the failure should be judged on face value or that it should be construed as a reason for abandoning the "involvement concept."

The most basic involvement of the poor in the poverty program is their receipt of its benefits. How well have they fared in this type of involvement? It is undoubtedly true that after the expenditure of \$2.3 billion, many people have been recipients of true aid from the poverty program—particularly such people as Headstart enrollees and recipients of small business and rural loans. Many more thousands of people, as Mr. Shriver is so fond of quoting, have been exposed to the program in the past 2 years—Job Corps enrollees, for instance, who have walked in and out of Job Corps camp gates, and Neighborhood Youth Corps enrollees who were put "to work cleaning lots" to prevent them from rioting. How many of the program enrollees who have been touched by the program have benefited from the program is another story.

This is the real scandal of the program—that \$2.3 billion has been expended and a recent Christian Science Monitor article can claim:

The really poor have been almost completely overlooked. The program isn't yet

really reaching out to the masses of the poor where they are in their slums and meeting their needs.

CONFUSING AND CONTRADICTIONARY DIRECTIVES FROM OEO

Much of the local confusion and strife resulting from the limitation and administration of poverty programs is due to the directives issued by OEO. On some matters such as representation and organization of community action boards OEO has refused to take a stand other than not taking a stand. No community is able to tell what is acceptable in OEO's eye until OEO has given final approval to the local plan. Apparently on the matter of community action boards, OEO makes a case-by-case decision. Because OEO has frequently retreated from ideological positions and lacks written guidelines on the subject, it has little influence in enforcing its ideas. Take for example the struggle that has beset Milwaukee for the past year with the resultant waste of time and effort.

In November 1965, Milwaukee was to have notified OEO that it had accomplished real representation of the poor on its CAP board, or risk the loss of its allotted CAP grant. The representation problem was not cleared up by the deadline but funds were released by the Washington office in December and people went to work on programs.

Then after releasing the funds, OEO indicated they still were not satisfied. However, Milwaukee was allowed to act under an "interim" plan until July 1, 1966, by which date the poor were to have been given a greater voice in the program. July 1 came and went with no improvement having been made. A lenient OEO has now given Milwaukee an extension until November 1 to work out a plan. With OEO's past history of retreat, I wonder whether the Milwaukee CAP board will feel compelled to expand itself even by November 1.

Unfortunately, even in cases where they do set guidelines, they frequently retreat. I have in mind, particularly the infamous CAP guideline memo No. 23 which deals with personnel policies and procedures. One of the parts of the directive states that:

No person who serves as a voting member of the governing body, the neighborhood council, or other major policy advisory body of a grantee may be employed by the grantee or any of its delegate agencies.

Because of this clause, and another regarding the families of board members, a number of CAP agencies had to drop personnel, and thus protested vigorously. Philadelphia was one of the cities affected. They had to suspend an estimated 500 people on June 29, 1966. But a week later OEO allowed the 500 to be restored to their jobs, "pending a study."

When the community action program is discussed, people usually talk in terms of the large cities—Los Angeles, Chicago, Boston, Detroit—little is said about rural programs or programs in nonurban areas. The reason is that very little has been started in nonurban areas. Still less than 10 percent of the community action funds have gone to rural areas and much of that money has been in

Headstart. What is the reason? Certainly not a lack of need. Forty-three percent of the U.S. poor live in rural areas. The reason is that it is difficult to get programs initiated in the rural areas because of their special problems. OEO, however, has been very negligent in using imagination and encouragement to help these areas. When programs are developed they can be very good—such as the L.B.J. & C. CAP in Tennessee and the W.A.M.Y. CAP in North Carolina which has a very imaginative craft cooperative in operation.

Certain State technical assistance offices have been very active in trying to promote rural community action programs and aiding them with technical assistance. Now that they have overcome many handicaps and succeeded in developing CAP structures, slowly developing the hard-to-win rural confidence, they find their work is going to be undone by a severe unavailability of funds.

The fund shortage is going to be no less acute in urban areas. The loss in confidence of the poor is a severe disability to the progress of the program.

Mr. Chairman, I believe we should have in the RECORD at this time the Republican poverty memos we have issued regarding the problems with the war on poverty program and Republican investigation of the poverty program. I include the memos at this point:

[Republican poverty memo, Tuesday, Mar. 15, 1966]

No. 1

(By Congressman CHARLES E. GOODELL)

Hearings are now underway on the poverty program. Congressman QUIE and I are pressing for consideration of our proposal to substitute an Opportunity Crusade for the misfiring War on Poverty.

Last week, Mr. Shriver testified rather superficially on a variety of issues. Among other things, in his prepared testimony, he made the incredible statement that, "Since last summer fewer than 50 ineligibles have been discovered in the Neighborhood Youth Corps." The very next day, Secretary Wirtz contradicted Mr. Shriver by admitting that at least five to six thousand enrollees in the Neighborhood Youth Corps have been found ineligible and dropped since last summer. 1700 were dropped in Chicago alone since January 1st. Now they are saying that these are welfare cases, barely exceeding the strict poverty standards. Well, a quick spot check of widely dispersed records in Chicago gives quite a different picture. Although arbitrary handling of the hearings prevented me from questioning Mr. Shriver on these, here are some samples. I have removed the names of the enrollees to spare them embarrassment; however, they are available to officials who may be interested:

Male enrollee—17, family of four, father head of household, income \$11,000 a year.

Male enrollee—19, family of five, father head of household, income \$10,200 a year.

Female enrollee—19, family of two (housewife with no children), husband head of household, income \$5,000-plus a year.

Female enrollee—18, family of three (an only child), father and mother both work, earn jointly \$150 per week.

Female enrollee—20, family of three (an only child), father head of household, income \$7,500 a year.

Male enrollee—17, family of six, father head of household, income \$7,000-plus a year.

Male enrollee—19, family of five, grandfather head of household, income \$7,000-plus a year.

Male enrollee—18, family of six, father and mother both work, earn jointly \$500 a month.

Male enrollee—20, family of five, father head of household, income \$5,400 a year.

This is the program supposed to help poor youngsters who are school dropouts or likely drop-outs for reasons of poverty. Obviously, a full investigation would reveal many times more than Mr. Shriver's 50 ineligibles in Chicago alone. And no wonder! Last November the public relations representative for the Chicago poverty program stated, "We don't know what the families of kids make. No straight flat figure on what an applicant family should make has been set. We have no statistics on incomes of the families of the kids in the Corps. We assume that, when we receive a name from the Illinois State Employment Service, the candidate named is qualified."

At that time, the Executive Director of the Chicago program was quoted as follows: "It is absolutely correct that, until today, no means test was given in recruiting."

Almost one quarter of the total enrollees in Neighborhood Youth Corps in Chicago had to be dropped because they exceeded the income requirement. At the same time, the poverty director in Chicago admits that there are at least 35,000, and others estimate up to 60,000, young people between the ages of 16 and 22 in Chicago who fully meet the poverty standards for Neighborhood Youth Corps but weren't given a chance.

These are not isolated cases; they prevail all over the country. In addition to the 1,700 dropped in Chicago, Mr. Jack Howard, Director of the Neighborhood Youth Corps, admitted that about 2,000 in New York City and at least 1,000 in Los Angeles were ineligible. That is close to 5,000 ineligibles from three cities alone.

In the next few days, I will discuss other serious violations in the poverty program in Chicago. In the meanwhile, let me emphasize that the Quie-Goodell Opportunity Crusade would correct these deficiencies and put 50,000 youngsters into productive jobs in private enterprise through a new Industry Youth Corps.

[Republican poverty memo, Republican members Poverty Subcommittee, Wednesday, Mar. 16, 1966]

No. 2

(By Congressman ALBERT H. QUIE)

We who believe in the concept of helping the poor find their way out of the debris of despair are dismayed by the lavish spending and waste that have blocked the effectiveness of the present War on Poverty. It is especially disheartening to see the great potential that lies within the anti-poverty concept spend itself in needless bureaucratic confusion.

The time for this senseless spending to cease is long past. The Administration's War on Poverty is no longer in its infancy and the time for target practice is over. The program should be zeroed-in and hitting its mark. But, unfortunately, this does not appear to be the case.

Proponents of the Administration's War on Poverty would have us believe that the waste and abuses have stopped. They have not stopped, Mr. Speaker, and they should not have occurred in the first place. But we must be realistic. We must face facts. And the facts are that these incidents did occur—and at great expense to the weary taxpayer—and we must now do something to correct these wrongs before a great idea dies for want of proper guidelines and implementation.

I respectfully relate the case of the Job Corps enrollee who was enlisted at his home in Wisconsin and assigned to a Job Corps Center only 90 miles away from his hometown.

Under these circumstances there appeared to be no problem, save the minor one of transporting the enrollee the 90 miles to his assigned Job Corps Center. But not so. The wheels of bureaucracy began to grind and here is what came out at the end:

Before reaching his destination, the enrollee's travels spanned two days and more than 400 miles. He had to be put up for the night and fed two meals, changed planes three times, took a bus ride and ultimately a car ride; all paid for with Federal funds.

The trip from Rhinelander, Wisconsin, to Clam Lake Job Corps Center could have been much quicker and cheaper (\$35) by taxicab, as the Job Corps was advised by its recruiting agency, the Wisconsin State Employment Service. The final touch of irony was that a free ride could have been secured for the enrollee with a Forest Service Radio Operator who travels daily from Rhinelander to Park Falls, Wisconsin, which is very near Clam Lake.

The Director of the Clam Lake Job Corps Center admitted that the route was a bit "circuitous." Here's the "circuitous" two-day itinerary of the enrollee for February 4-5, 1966:

February 4: 11:20 a.m., departed Rhinelander, Wisc., via North Central Airlines; 12:53 p.m., arrived Duluth, Minn.; 1:10 p.m., departed Duluth, Minn.; 1:55 p.m. arrived Minneapolis, Minn.

The enrollee spent the night in Minneapolis, where housed at a YMCA and given meal tickets by the Job Corps.

February 5: 1:00 p.m., departed Minneapolis, Minn., via Zephyr Bus Lines; 5:25 p.m., arrived in Cable, Wisc., where he was met by a car from Clam Lake Job Corps Center.

The young Job Corps enrollee traveled a total distance of 245 miles by air; 160 miles by bus; and a short distance by car to reach his final destination, which, before he got caught up in the Job Corps planned travel program, was only 90 miles away from his home. I feel that examples such as this case cannot help but raise serious fears that the Job Corps is long on planning and short on action and results.

I am not a critic of this Administration's War on Poverty by choice but rather by conscience. I have long supported the concept of training young men in an environment away from home if such is needed. As far back as 1961, my colleague, CHARLES GOODELL of New York, and I offered legislation built on this concept of the Job Corps.

Let me call to the attention of my colleagues on both sides of the aisle that the Quile-Goodell Opportunity Crusade is structured solely for the purpose of offering more effective implementation of sound anti-poverty ideas. I strongly feel that this bill would correct the bureaucratic confusion and poor planning that is presently clogging the machinery of the War on Poverty.

[Republican poverty memo, Republican members Poverty Subcommittee, Thursday, March 17, 1966]

No. 3

(By Congressman CHARLES E. GOODELL)

Payroll "ghosts" are haunting Boston's scandal-torn poverty program. The FBI now has some leads on the extent of mismanagement and fraud uncovered there several months ago.

Two hundred of the six hundred teen-agers employed in the Action for Boston Community Development, Inc. (ABCD) Neighborhood Youth Corps last summer claim they received Federal income tax W-2 forms showing more income than they had actually received.

In other instances, the local poverty board, ABCD, has been unable to track down youths who were either signed up without addresses or who are non-existent "ghosts."

U.S. Attorney W. Arthur Garrity said the FBI determined in February that it had "Federal criminal jurisdiction" over the case. One ABCD official said he was afraid "the FBI will blow Boston's poverty program right out of the window."

This is not the first scandal for Boston's poverty program. Falsified and padded payrolls, forged identity cards and checks, political favoritism, sloppy administration, controversy and bitterness—all have been a part of Boston's poverty politics.

Federal funds were held up for two months, but on January 17, 1966, \$1,503,670 was released to ABCD by the Labor Department and a spokesman said the department was "satisfied with the administrative changes and improvements in ABCD."

They finally had to fire the Deputy Director, Arnold L. Schuchter, and the Director, Joseph Slavet, resigned under pressure. I understand Mr. Schuchter is now employed as a consultant for the Office of Economic Opportunity in Washington.

The Quile-Goodell Opportunity Crusade would throw out the present War on Poverty and replace it with a sensible, scandal-free program that would get the money and the help they need to the poor themselves.

[Republican poverty memo, Republican members Poverty Subcommittee, Friday, Mar. 18, 1966]

No. 4: CONGRESSMEN QUIE AND GOODELL PREDICT MORE RIOTS UNLESS

There is a developing crisis in the urban poverty areas of our country and the high promise and low performance of the War on Poverty are key contributors. Unless things are changed quickly, there will be more riots in Watts, Oakland, Chicago, Cleveland, Gary (Indiana), New York City and other areas. It is not too late to launch a true Opportunity Crusade as a complete substitute for the sputtering War on Poverty.

When our investigators returned from Los Angeles in January, we warned that the planned election or representatives of the board from seven large sprawling districts covering all of Los Angeles County, rich and poor, would be a farce. We warned there would be further riots in Watts as things were going. Four highly-placed poverty officials in Los Angeles themselves admitted that there has been very little meaningful progress in the anti-poverty programs there. If anything, the situation is even worse in Oakland, Chicago and Gary, Indiana. The poor complain, "The money is being spent but where is it going?" Representatives of areas where poverty is concentrated must be given the real policy role they were promised, before it is too late. Too often, the big city politician has taken over. As one resident of a poor area put it, "The Mayor says get all the programs you can, but don't let anybody organize. The Mayor believes in utilization of the poor, not participation. If the poor speak up, they lower the boom."

Another gave his reaction to the War on Poverty: "I do not see that anything meaningful and of substance is going on today in this program."

There are good concepts and exciting potentials stifled and strangled in the poverty program. Unless we change the War on Poverty, and change it fast, the frustration of the poor is going to boil over in one city after another. We've got to start striking at root causes, not treating the symptoms. Riots and violence are wrong and self-defeating. They can be avoided if the poor are given a voice. Residents in concentrated areas of poverty must be encouraged to organize in neighborhood meetings and choose at least one third the members of policy-making boards. When this happens, there will be participation of the poor.

OEO didn't spend any money on poverty

elections in Huntsville, Alabama, for example, where 14 per cent of the eligible voters turned out. In Cleveland, over 11 per cent of the eligible voters in the two poorest districts voted. You don't get participation by the poor, when the poor don't believe in the program. A man whose organization is spending \$1 million of OEO's funds in Watts summed it up this way: "They are disgusted with the phony anti-poverty program the Mayor is running in Los Angeles."

We believe the Quile-Goodell Opportunity Crusade will give the poor the chance they need to bring dignity and hope to themselves.

[Republican poverty memo, Republican members Poverty Subcommittee, Monday, March 21, 1966]

No. 5: CHARLESTON, W. VA., HOTEL CASHES IN ON ANTI-POVERTY PROGRAM

Lease a run-down hotel for \$94,800 a year. Pay all taxes, insurance, utilities and repairs. Spend \$225,000 renovating the building, which reliable real estate brokers value at \$250,000.

Result: One Women's Job Corps Center in Charleston, West, Virginia.

The waste involved in another of the pet projects of the President's so-called War on Poverty was disclosed today by Congressman ALBERT H. QUIE (R-Minn.) in a speech on the Floor of the House of Representatives.

The Charleston Women's Job Corps Center is housed in the old Kanawha Hotel, owned by the Kanawha Hotel Company, whose president is Angus Peyton, a prominent West Virginia Democrat and State Commerce Commissioner.

"The run-down hotel, which was used for Democratic Presidential campaign headquarters in 1960, was assessed at \$87,000 prior to the occupancy of the Women's Job Corps in August, 1965," Congressman QUIE said. "It was subsequently raised to \$115,000. Estimates or reliable real estate brokers in Charleston placed the value of the hotel at \$250,000."

"In addition to receiving a guaranteed profit of 40 per cent on the annual \$94,800 rental paid by the Federal Government, the \$225,000 spent renovating the building would accrue to the Kanawha Hotel Company," Congressman QUIE said.

"Our investigations have revealed that in the Spring of 1965 a construction consultant, an employee of a firm retained by the Office of Economic Opportunity, on two separate occasions surveyed the Kanawha Hotel to determine its suitability for a Women's Job Corps Center," said Congressman QUIE. "Both times, despite pressure to approve the site, the consultant recommended against use of the Hotel, reporting among other things that the building would be too expensive to rehabilitate."

Congressman QUIE said there are "obvious political implications" in the arrangement and that it is "another example of extravagant diversion of anti-poverty funds into the pockets of Democratic politicians."

"Testimony at hearings currently being held by the Education and Labor Committee has revealed the estimated costs of maintaining one Job Corps enrollee for a year ranges from \$8,500 to \$13,000. Educators gasp at these figures and taxpayers question the justification for such an expensive program. We all recognize the necessity for the Job Corps program and agree with the concept . . . however, the program wasn't designed to be a windfall for the wealthy with influence," Congressman QUIE said.

[Republican poverty memo, Republican members Poverty Subcommittee, Tuesday, March 22, 1966]

No. 6: CHICAGO HEADSTART FOR THE NOT-SO-POOR

Operation Head Start, fashioned along the lines of a proposal offered by Representatives

ALBERT H. QUIE (R-Minn.) and CHARLES E. GOODELL (R-N.Y.) back in 1961, is supposed to help pre-schoolers from poor families.

Out in Chicago, however, our investigation shows that the poverty program is doing a little bit more by giving a "head start" to the not-so-poor, Republican Representative GOODELL lamented.

Officials there admit that 27½ per cent of the 23,804 children in the program are from families whose standards exceed the "poverty" level. Our investigation also shows they don't even know the family incomes for another 20 per cent of the children.

This means another 5,000 children from truly disadvantaged homes could have been helped if the poverty warriors had stuck to their own guidelines. The Quie-Goodell proposal for an Opportunity Crusade would require adherence to strict poverty standards, meanwhile tripling the funds available.

How can Chicago justify the fact that more than ¼ of their children in Head Start were above poverty standards? How can the Office of Economic Opportunity in Washington justify the clear violation of their guidelines? When I visited Chicago recently, I was told that Washington ordered Chicago poverty officials to expand in ten days Head Start from 4,000 to 24,000. I was also informed that very little solicitation was done in several hard-core poverty areas because teachers were afraid to enter those sections of the city.

Seven urban progress centers are in operation by the Chicago Committee on Urban Opportunity. One center showed 41.1 per cent of enrollees over the income requirement, one showed 31.8 per cent in excess, one 28.3 in excess; and outside of the urban centers, 36.8 per cent reported income over requirements.

Thousands of impoverished youngsters were overlooked by Head Start recruiters in their frantic efforts to build impressive statistics. And these youngsters, children of hard-core poverty victims, are precisely the ones for whom this program was developed.

We cannot continue careless neglect of such a good concept as Head Start. We certainly cannot justify to the thousands of children unable to participate in Chicago's Head Start Program the spending of Federal poverty money for those who are not poor.

The Quie-Goodell Opportunity Crusade offers a way out of the wasteland of bureaucratic confusion and callousness that has marked OEO's administration of the Head Start Program.

[Republican poverty memo, Republican members Poverty Subcommittee, Wednesday, March 23, 1966]

NO. 7: OEO TEACHES CALIFORNIA A STRANGE LESSON IN SUBTRACTION

(By Congressman ALPHONZO BELL)

Today I want to recount for my colleagues the bewildering experience of the California State Office of Education's attempt to have OEO fund our State's very successful Adult Basic Education Program. Some of this information was introduced into the record of the poverty hearings by my colleague, Mr. Goodell. I bring it up again because it has escaped the attention of many of those who must be made to realize that all of the poverty programs are in peril if such irresponsible administration continues.

OEO's stop-and-go approach has caused considerable confusion for states operating Adult Basic Education programs. States have had difficulty in securing the money which OEO pledged them. Numerous revisions of allocations have caused administrative problems, disappointment, and expenditures of state funds that will not now be reimbursable.

One of the states hardest hit by the OEO

confusion has been California. In June, 1965, OEO sent a memo to the California State Department of Education, as it did to all states, notifying them of the anticipated state allocation for 1966. According to that memo, California was to receive \$1,809,725. Successive notifications indicated the following changes:

June 21, 1965-----	\$1,809,725
Nov. 9, 1965-----	1,622,080
January 1966-----	819,530

The final amount is less than half the original estimate. OEO claimed that they ran short of funds and thus had to make the cuts.

If there were no funds available, where then did OEO come up with the \$802,550 they restored to California on February 25, 1966, after I, and other Congressmen, lodged vociferous protests to OEO over their treatment of our state?

OEO claimed they are not responsible for the revised 1966 allocation. They charge the Bureau of the Budget and the Office of Education with the responsibility. This bureaucratic buck-passing has to stop somewhere.

I commend to the consideration of my colleagues reforms proposed by the Quie-Goodell Opportunity Crusade that would fix singular responsibility for this program with the Office of Education.

[Republican poverty memo, Republican members Poverty Subcommittee, Thursday, March 24, 1966]

NO. 8: I DON'T SEE ANYTHING WRONG WITH HATING

(By Congressman CHARLES E. GOODELL)

Less than a week after Poverty Director Sargent Shriver told Rep. ADAM C. POWELL's Poverty Subcommittee that funding Harlem's Black Arts Theatre was a mistake, Washington's anti-poverty agency welcomed with open arms the theatre's controversial leader, playwright LeRoi Jones.

Jones, whose Federally-sponsored workshop in Harlem produced dramas that Shriver called "vile racist plays in the language of the gutter unfit for youngsters in the audience," was brought to Washington by the United Planning Organization and a neighborhood arts committee to narrate a three-day music festival for youngsters at Cardoza High School March 18-20.

The festival, named the "Three Days of Soul," is the second in a planned series of cultural programs being offered by the Cardoza Area Arts Committee in cooperation with three centers of the United Planning Organization, Washington's anti-poverty agency.

Jones came under sharp criticism last summer for producing "hate white" plays with the aid of Federal money. The Black Arts Theatre received \$40,000 in funds from OEO. Jones, responding to criticism that the program preached racism, said, "I don't see anything wrong with hating white people."

Shriver admitted OEO goofed when it gave funds to the project without checking into its purposes. "The facts are no Federal dollars should have gone to Black Arts in the first place," Shriver testified last week. "It was a mistake. I acknowledge it. And as a result, we tightened up on the review of subcontracts under Community Action Grants."

I think the taxpayers would like to know why poverty money continues to be used to sponsor people like LeRoi Jones. Festivals of this type may serve a useful purpose but should we really cloak a "vile racist" with the dignity of Federal sponsorship? Mr. Speaker, I strenuously object and wish to express my indignation that OEO has insisted on making the same mistake all over again on LeRoi Jones.

[Republican poverty memo, Republican members Poverty Subcommittee, Friday, March 25, 1966]

NO. 9: POWELL PULLS PUNCHES ON POVERTY PROBERS

Representatives ALBERT H. QUIE (R-Minn.) and CHARLES E. GOODELL (R-N.Y.) today termed eight days of poverty hearings thus far "a lily white white-wash."

None of the 54 witnesses requested by Republicans has been called, nor has Chairman ADAM CLAYTON POWELL deigned to even acknowledge our requests. We've had eight days of hearings and listened to virtually nothing but Administration spokesmen and apologists for the poverty program.

Republicans are alarmed at reports, apparently confirmed by committee staff personnel, that hearings are now closed. If so, we have not been notified. If hearings are cut off now, after merely skimming the surface, without a single critical witness and without a single representative of the poor, it will be a travesty on the legislative process.

The Quie-Goodell Opportunity Crusade is a 100-page bill drastically revamping and redirecting the poverty war. It is a complete substitute, dealing with every facet and detail of present problems in the war on poverty and proposing a variety of new approaches. It will guarantee true involvement of the poor, bringing the states in as partners in the Opportunity Crusade and giving realistic incentives for employers to develop productive, permanent jobs in private enterprise for the unskilled and the uneducated. This, and other proposals from both Democrats and Republicans, deserve more than the quick brush-over given to the war on poverty in hearings to date.

[Republican poverty memo, Republican members Poverty Subcommittee, Monday, March 28, 1966]

NO. 10: "WE JUST DON'T KNOW IF IT'S WORTH IT"

(By Congressman ALBERT H. QUIE)

The words of the title are those of an angry school superintendent who has been trying for thirteen months to get a year-round Head Start program approved by poverty officials for Waterloo, Iowa. I place in the Record today the detailed account of similar frustrations in six other communities which have been baffled, besieged and befuddled by Poverty bureaucracy.

Having sponsored Head Start three years before the poverty program, my colleagues, Mr. GOODELL, Mr. BELL, and I are dismayed that this program, described by Mr. Shriver as his best, has been so crippled by fuddle-headed administration in Washington. Here are the highlights, or low-lights if you will, of a typical case history, repeated with gory variations in other cited communities:

1. Waterloo, Iowa: Application for \$43,600 for a year-round pre-school project was made by the Waterloo school system on February 24, 1965. This was four months after appropriations were made available for pre-school programs by the Congress. Having heard nothing on their year-round application, Waterloo officials applied for, and successfully carried out, a \$15,000 summer Head Start project. On August 7, 1965, they re-submitted an application for their year-round project to the Office of Economic Opportunity. In September, they were asked by Michael C. Moore, OEO Area Coordinator, for additional information which was sent. In late September, they received a notice signed by Theodore Berry, OEO Community Action Director, dated August 23rd, telling them they should allow 60 days for approval of Head Start applications. In October, eight months after their original application, they received a form notice from Dr. Julius Rich-

mond, Director of Head Start, to submit their Head Start preplanning form, which had never been received or heard of prior to then. On November 23rd they were told by C. Edwin Gilmour, Director of the Iowa OEO, to apply through the new Elementary and Secondary Education Act. One week later they were notified by the OEO Regional Office that their application for Poverty Head Start funds will be processed as "rapidly as possible." On December 22nd, they were asked by Gilmour to withdraw their Head Start application because it could be better taken care of under the Elementary and Secondary Education Act.

On January 3rd they were notified once again by the Regional Office that their application for Poverty Head Start funds had been received and would be processed as "rapidly as possible." One week later they were notified that they had applied for Head Start on the wrong forms and would have to fill out new 32-page forms. On January 26th they received a memo from the Department of Health, Education and Welfare admonishing them that the opportunity offered under Head Start "is too precious to allow it to slip away." Finally, on February 7th Waterloo officials were notified by Gilmour to come to a meeting to talk about a new summer Head Start program. When asked the status of their year-round Head Start application, Waterloo School Superintendent replied, "Your guess is as good as mine. We're getting to the point where we don't know if it is worth it."

If this sounds like something out of George Orwell's 1984, I suppose someone might sardonically comment that at the present pace it looks like it might be 1984 before Waterloo gets Head Start funds out of Poverty officials.

2. Laramie County, Wyoming: Immediately after successful completion of a summer Head Start program, Laramie officials began preparations for a year-round program. They plunged into what they termed a "maze of bureaucratic involvement," including telephone commitments subsequently reversed, attempts to dictate local salaries, and filing and refiling of forms. By February 1966, the local school had spent \$1,500 in staff time, phone calls, and other expenses. School Superintendent Chester R. Ingils bitterly assailed the red tape, autocratic attitude of OEO officials, and announced abandonment of any plans for a year-round Head Start for this year.

3. Port Huron, Michigan: Having meticulously completed a mountain of reports on their summer Head Start program, Port Huron officials were notified that their forms were literally filled with fatal errors. School Superintendent Gerald S. DeGrow called OEO in Washington and was told that reports from all over the country had been misinterpreted because of inexperience in the report-receiving staff at OEO and the whole thing was a "hopeless mess." The Superintendent was informed that OEO had notified all school districts in the country that they had goofed in their reports in order to get the schools to file new reports, giving Uncle Sam's hired nephews another chance at them.

Tearing his hair, Dr. DeGrow asked the man in Washington, "Who shall I have to call to get this straightened out, L.B.J.?" Whereupon he was told, "That wouldn't do much good because he probably got one of the letters too."

I am placing in the RECORD today similar incredible accounts of life in the bureaucratic Poverty jungle as experienced by officials from: Salina, Kansas; Minnesota; Denver, Colorado; and North Tonawanda, New York.

Sargent Shriver has described Head Start as his most successful program. We agree, but it appears the success was in spite of, not because of, OEO officials. Our Opportunity Crusade would transfer Head Start

into the Office of Education to be administered through state and local school systems in conjunction with local community action boards. This action should be taken immediately to insure that Head Start gets the management and administration it deserves in the year ahead.

Is it any wonder that with examples such as these at OEO, multiplied hundreds and hundreds of times, we describe OEO as a "fuddle factory." It is time for a change.

[Republican poverty memo, Republican members Poverty Subcommittee, Tuesday, March 29, 1966]

NO. 11: DEMOCRATS ON POVERTY

You could write a book of criticisms of the War on Poverty by quoting Democratic proponents alone, even though they lard their critical statements with lavish praise of scattered results accomplished at extravagant costs. Here are some examples:

"Job Corps dropouts and malcontents are being coddled and complimented for their derogatory behavior," said Senator LEE METCALF, Democrat of Montana.

"New York City has had a disastrous experience thus far in the poverty program," said Congressman JAMES SCHEUER, Democrat of New York City.

"We must try to elevate other programs now mired in the swamp of mediocrity, such as Camp Kilmer; Phoenix, Arizona; Los Angeles and Washington, D.C.," said Chairman ADAM CLAYTON POWELL.

"There is a riot and a runaway of ineffective programs proliferating all over New York City, but not an effective attack upon the basic problem of poverty," said Congressman HUGH CAREY, Democrat of New York City.

"The rural areas . . . are going to get lost in the shuffle, and have already been lost in the shuffle," said Congressman CARL PERKINS, Democrat of Kentucky.

"I can certainly say that with respect to Los Angeles, and to Title II, the program is in an awful mess, and unless something is done about it, further disorders can be expected," said Congressman AUGUSTUS HAWKINS, Democrat of Los Angeles.

"If we have this mayors' veto, then I'm ready to wash this war on poverty right down the drain and forget it," said Chairman ADAM CLAYTON POWELL after hearing that 15 mayors had been given an absolute veto over their local community action programs.

"The fact is that a lot of bleeding-heart PHD's and professional poor people have succeeded in superimposing themselves on what are supposed to be action programs and are converting them in grandiose sociological studies and anti-social protest movements," said Democratic Congressman HUGH CAREY.

The staff has done "a lousy job" getting ready for hearings and "so a good portion of our staff was fired over the holidays," said Congressman WILLIAM FORD of Michigan, with reference to POWELL's \$200,000 "investigation" of the War on Poverty.

The solution is obvious and readily available in the Quie-Goodell Opportunity Crusade, H.R. 13378.

[Republican poverty memo, Republican members Poverty Subcommittee, Wednesday, March 30, 1966]

NO. 12: HEADSTART APPLICANTS AND SELECTIVE SERVICE

(By Congressman CHARLES E. GOODSELL)

School Superintendent Maurice Priot of North Tonawanda, New York, after five months of being force-fed on the bitter gall of Washington bureaucracy, commented on the administration of the Head Start program:

"The harassing and foot-dragging to which we were subjected was in part a delaying action in order to get the finances straightened out."

"If we had been told in the beginning how much money was going to be made available to us, we could have submitted a proposal which would require that amount of money and saved both ourselves and the Office of Economic Opportunity a lot of trouble."

"It appears to me that people who must make decisions with respect to these programs are very inexperienced."

"Some of the questions we were asked by persons in the New York City Office of Economic Opportunity were ludicrous."

"After we had been put through a long struggle and been subjected to a minute examination with respect to our proposal, it was maddening, and I can use no other word, to have our people attend the training session and find there were people there who had been funded who had not made arrangements for transportation . . . teachers . . . teachers' aides . . . [and] who did not know where they were going to house their programs and so on."

North Tonawanda told poverty officials in August, 1965, they wanted to begin a year-round Head Start program in October, 1965. At their own expense they hired a director, selected children, teachers, and arranged for facilities. They never even received application forms until late November. They were then told there was no prospect of getting funds until March 15. As the School Superintendent put it, "March 15 is a little late to start a full year program."

SELECTIVE SERVICE REJECTION OF HEADSTART APPLICANTS

After North Tonawanda officials submitted 31-page application forms, Poverty bureaucrats got on the phone. As the School Superintendent described it, "We were asked to indicate the number of men who had been rejected for Selective Service from which we were drawing Head Start candidates. I can theorize as to what the relationship between this inquiry and Head Start might be but it did seem a little unnecessary."

Having stirred things up in Washington, North Tonawanda officials were asked by the regional poverty officials to expedite submission of the additional information requested. When told that it was a little difficult to expedite Selective Service information about rejected applicants, the person from the New York poverty office said, "Oh, we didn't mean for you to go to all that trouble." Other nonessential requested information was then waived.

As advocates of pre-school programs three years before the poverty war, we are disgusted at the senseless harassment that seems to have become an inseparable part of Head Start administration. On Monday, March 28, Mr. QUIE, on page 6523 of the CONGRESSIONAL RECORD, recounted six case histories of Head Start administration that would qualify for lead billing in a bureaucratic sideshow. Countless other examples are available. It is a tribute to the basic merit of pre-school training that its glories still shine through the bureaucratic fog.

The Quie-Goodell Opportunity Crusade would put Head Start under the Office of Education to be coordinated with other education programs without OEO meddling. It would unclog the channels of communication to allow for the effective implementation of worthy programs.

[Republican poverty memo, Republican members Poverty Subcommittee, Thursday, March 31, 1966]

NO. 13: "BECAUSE I AM THE CHAIRMAN"

(Joint statement, Republican members, ad hoc Subcommittee on the War on Poverty: Congressman ALBERT H. QUIE, Congressman CHARLES E. GOODSELL, Congressman ALPHONZO BELL, Congressman OGDEN R. REID)

Not a single poor person and not a single foot soldier from the front lines of the War

on Poverty has been heard from in the House Poverty hearings. We have heard from the Sargent, made General, but not from the privates.

Eight days of hearings have produced a whitewash of the poverty program. Just as last year, Chairman ADAM CLAYTON POWELL suddenly and arbitrarily suspended hearings a week ago and yesterday announced, "They are finished." We have already wasted a week since the last hearing that could have been used hearing from those who could tell us what is wrong and what is right with the War on Poverty and how to strengthen it.

Republicans suggested 67 witnesses who know about poverty and could help Congress rewrite the law. Why weren't these witnesses called, or others like them who could testify with authority on the real problems of the Poverty War? Chairman POWELL gave the answer:

"BECAUSE I AM THE CHAIRMAN"

One of the most flamboyant critics of the Poverty War is Chairman POWELL himself. What a sorry answer he gives to the millions of poor people who need and deserve a greater opportunity to change their circumstances. You can't help the poor nor improve the Poverty War from the Caribbean. The solemn obligation of Congress to study the Poverty War in depth, to strengthen it and to overhaul it is once again not being seriously discharged.

Yesterday, Mr. POWELL not only ignored Republicans, but also his own Democratic colleagues on the Committee. He suddenly and unpredictably made ten recommendations. Whatever their merit, no witness in these hearings recommended any of them.

Last fall, Mr. POWELL promised extensive hearings across the country. He now says his recommendations come from "open forums" held by his investigators. If so, they were held in the dark, without the knowledge of Congress, the press, or the public. Not even the Democrats on our Committee knew what was going on last fall, or know what is going right now. Reportedly, the Democrats on the Subcommittee have been caucusing to decide the changes which they, in their collective wisdom, wish to make in the program. Mr. POWELL says he has boycotted those meetings. Instead, he has been privately meeting with Sargent Shriver.

Under these difficult, if not impossible, circumstances we shall endeavor to present constructive changes in the poverty program. Realistic and meaningful help for the poor in helping themselves is an urgent imperative. Mr. POWELL now predicts further riots, but he washes his hands of responsibility.

We have today written a letter to the Chairman indicating the willingness of Republicans to do everything possible to see that the Congressional responsibility is fulfilled. To this end, we have called for the reopening of hearings.

WASHINGTON, D.C.,
March 31, 1966.

HON. ADAM C. POWELL,
Chairman, Committee on Education and
Labor, Rayburn House Office Building,
Washington, D.C.

DEAR MR. CHAIRMAN: We understand that you have concluded all hearings of the Ad Hoc Subcommittee on the War on Poverty. Both minority and some majority members of the Subcommittee believe strongly that we cannot conscientiously discharge our responsibilities both to the House and to the American people without further meaningful hearings.

Sargent Shriver has always indicated a willingness to testify at the pleasure of the Committee, and there are a number of other witnesses who could make a constructive

contribution in more searching hearings to the formulation of effective amendments. It is distressing to us that not a single poor person or representative of the poor has been heard. Further, both minority and majority investigators have indicated in initial reports that anti-poverty programs in several cities must be examined more closely.

Therefore, it is our strong conviction that hearings should be reopened at the earliest possible date.

Indeed, in light of your concern expressed yesterday as to the possibility of further violence in the Watts district of Los Angeles, in New York City—especially in Brooklyn—and in Newark, we feel the Committee and the House have a solemn obligation to do everything possible to insure that more effective programs are implemented immediately to cut through the deep despair in many areas of the country where high unemployment, under-employment, disgraceful slum-lord housing, totally inadequate school facilities and a basic lack of opportunity to participate in the future are the shame of the nation.

As Republican members of the Subcommittee, we are prepared to go any place, any time in connection with our legislative responsibilities to the American people to insure an effective, vigorous and meaningful War on Poverty.

Sincerely yours,

ALBERT H. QUIE,
CHARLES E. GOODELL,
ALPHONZO BELL,
OGDEN R. REID.

[Republican poverty memo, Republican members Poverty Subcommittee, Tuesday, Apr. 5, 1966]

No. 14: OEO FUDDLE-HEADED AGAIN

"Congressman QUIE, the figures that were given to you and through you were put into the CONGRESSIONAL RECORD were inaccurate. First of all, I would like to give you a chronology of the factual facts," said Deputy Director Bernard L. Boutin of the Office of Economic Opportunity.

He made the statement March 23 in a hearing before the House Ad Hoc Subcommittee on Poverty as he attempted to justify OEO money poured into a run-down hotel in Charleston, West Virginia, that OEO is using as a Women's Job Corps Center.

Today, Congressman QUIE took the House Floor to answer the charge of inaccuracy. He was loaded with a battery of documents including the lease on the hotel.

The documents show that Congressman QUIE is right—Boutin is wrong.

"The Office of Economic Opportunity, through its Deputy Director, has again shown the fuddle-headed, make-it-up-as-you-go approach that has characterized the programs, administration and day-to-day operations of the so-called war on poverty," Congressman QUIE said.

The controversy rages around the run-down Kanawha Hotel in downtown Charleston. It is owned by the Kanawha Hotel Corporation, whose President is Angus Peyton, West Virginia Commerce Commissioner and unsuccessful 1964 Democratic candidate for the State Senate.

"As we consider the huge amount of money—totaling at least \$477,839.76 in first-year costs alone—that OEO will have poured out to operate this center, I again say these concessions imply political favoritism," Congressman QUIE said.

The ranking minority member of the Ad Hoc Subcommittee offered documentation that shows, he said, "a chronology of the actual facts":

Congressman QUIE's contention that the rental on the property is \$94,800 a year is correct, as proved by the lease itself. Boutin had disputed that figure.

That OEO is paying all taxes, insurance, utilities and repairs is correct, as he had said, even down to paying transportation, storage and personal property taxes on the unused hotel furniture.

Originally, Congressman QUIE had said the cost of renovating the structure was \$225,000. Boutin claimed \$187,000.

"Though listed under various bookkeeping headings, the best figure I can determine after further investigation is closer to \$350,000," Congressman QUIE said.

Congressman QUIE also quoted the West Virginia statute showing that his assessment figures on the hotel—challenged by Boutin—are correct.

"This is just another example of the way in which OEO operates its programs, even down to determining costs," Congressman QUIE said. "I might suggest that OEO pay more attention to getting its figures straight."

[Republican poverty memo, Republican members Poverty Subcommittee, Apr. 15, 1966]

No. 14A. CREDIBILITY GAP AT OEO—CHARLESTON REVISITED

(Supplement to poverty memo 14)

"Congressman QUIE, the figures that were given to you . . . were inaccurate." Thus, in testimony on March 23rd Bernard L. Boutin of the Office of Economic Opportunity began a point by point denial of facts presented by ALBERT H. QUIE (R. Minn.) four days earlier with reference to the Charleston, West Virginia, Women's Job Corps Center. The same day Congressman SAM GIBBONS of Florida took the Floor defending OEO and declaring that Congressman QUIE, inadvertently, was wrong.

Further investigation in Charleston not only showed that Congressman QUIE was right but that he conservatively understated the established facts that add up to scandalous poverty profits to a leading Democrat office holder in West Virginia. Congressman QUIE said the Hotel Kanawha was owned by a corporation whose president was Angus Peyton, a prominent Democrat and the present Commerce Commissioner in West Virginia. This is undenied. Congressman QUIE said that the Kanawha Hotel Lease provides for payment of \$94,800 a year net profit, after the Federal government reimburses for taxes, insurance, utilities and repairs. Mr. Boutin said the rent was \$90,000. The fact is that the rent is \$94,800 and the Federal government pays, in addition, \$4,800 a year for the storage of old hotel property.

Congressman QUIE said assessments in West Virginia were by law 50 percent of market value. Mr. Boutin said they were 40 percent. Chapter 18, Article 9(a), Section 4 of the West Virginia code provides that assessed valuation shall not be less than 50 percent nor more than 100 percent of appraised valuation.

Mr. QUIE said that the Federal government has spent at least \$225,000 renovating the rundown Kanawha Hotel. Mr. Boutin said they have spent only \$187,000. The fact is the Federal government has spent \$345,000 to renovate the hotel into a Job Corps Center. This includes \$290,026.60 spent on repairs and installation of equipment, \$24,936.77 for electric, heating and plumbing items which they call "maintenance" and \$30,586.14 for outstanding mechanics liens.

Mr. QUIE said that the Kanawha Hotel was worth about \$250,000 at the time it was chosen for a Job Corps Center. Mr. Boutin claimed it was worth \$438,000 in 1965 and \$508,250 in 1966 (perhaps slyly including in its value \$345,000 worth of renovations at taxpayers' expense!) The fact is that reliable real estate brokers in Charleston indicated the Hotel Kanawha was worth about

\$250,000 prior to renovation. A somewhat older but comparable hotel in Charleston, the Milner-Ruffner, with more land and a more valuable location, sold on February 1st this year for \$200,000.

Mr. Boutin defended the Kanawha Hotel expenditures with the claim that annual square foot rental cost is less than one dollar. This figure must have been computed by dividing the erroneous \$90,000 per year rental by 100,000 square feet. This becomes an entirely meaningless computation when it is understood that it ignores \$4,800 being paid annually for storage of the old hotel furniture, \$7,500 paid annually for taxes (including taxes on the furniture in storage and the hotel's accounts receivable), \$5,740 paid annually for insurance and \$4,800 paid annually for rent in addition to the \$90,000 reported by OEO. Certainly a meaningful annual square foot cost figure should include ALL annual expenditures, not to mention \$16,000 to settle leases of former tenants and some annually amortizing of the \$345,549.51 renovations. Who does Mr. Boutin think he fools by citing such glib and misleading figures?

In summary, the poverty program has spent \$345,549.51 renovating a rundown hotel worth about \$250,000. A corporation, whose then president is a leading West Virginia Democrat, receives \$94,800 per year profit on property worth \$250,000. That is a poverty profit of 38 per cent a year. An OEO official described the Charleston Women's Job Corps arrangement as "the very best deal that could be gotten." The taxpayers might be justified in asking "the best deal for whom?"

[Republican poverty memo, Republican members Poverty Subcommittee, Wednesday, Apr. 6, 1966]

No. 15: ALICE IN BLUNDERLAND: BIRCHERS, FRATERNITY BROTHERS, AND LEFTWINGERS REPRESENTING THE POOR

(By Congressman CHARLES E. GOODELL)

"The doorbell rang on February 23 at the Sigma Pi house, in the 'fraternity row' district east of San Jose State College, and was answered by one of the brothers, 19-year-old Garth Steen."

So began another incredible episode in the War on Poverty. The caller was a poverty canvasser assigned to get the poor out for a meeting that night. Although Steen's family income was in five figures, he had heard about the Poverty War and attended the meeting. Lo and behold, Alice in Blunderland style, poverty officials had managed to interest three people to attend a meeting to select three representatives of the poor. Young Steen returned to Sigma Pi House that night a duly-elected representative of the poor for a three-year term!

Mr. Speaker, Congressman CHARLES S. GUBSER has informed the Congress that the Santa Clara County Economic Opportunity Commission is suffering the torments of all others who have been forced to struggle in the torture machine of the poverty administration structure.

Last December, a John Birch Society section leader, Ray Gurries, was elected a representative of the poor in Santa Clara County. According to a local investigator, the community action board "is shot through with left-wingers—people who are not run-of-the-mill liberals but hardnose activists of every leftist cause that has come along over the past half dozen years."

The local San Jose "Mercury," one of the largest newspapers of Southern California, describes the poverty board in these terms: "It is a jerry-built structure, erected on shifting political sands, to house a program which has a worthy aim. . . . It is run like a football game with an unlimited substitution rule, and a change of rules at the end of every quarter."

The experience of Santa Clara County is far from an isolated one. Congress has failed the sincere and dedicated people who wish to fight poverty. We have written a law without meaningful and realistic standards that would avoid Community Action chaos. What has happened in Santa Clara County is a distortion and perversion of the exciting concept of involving the poor in helping themselves. Many of us warned two years ago that this would happen if we didn't rewrite the President's poverty proposal.

We owe our colleague, the distinguished and able Congressman GUBSER, a debt of gratitude for calling this matter to our attention. On March 9, Mr. GUBSER requested OEO to investigate the situation in Santa Clara County. On March 23 the Deputy Director testified to us in committee that OEO had been on the scene in Santa Clara checking for about eight days. To date, our colleague has not even had the courtesy of an acknowledgment from OEO of his March 9 request. All of us in the Congress are getting mighty tired of the cavalier attitude of officials at OEO.

The Quie-Goodell Opportunity Crusade, H.R. 13379, would avoid problems such as have occurred in Santa Clara County. OEO would be required to insist on balanced Community Action agencies, including true representatives of the poor as well as local officials and private social welfare agencies. The time is long overdue for Congress to launch a real Opportunity Crusade as a complete substitute for the confusing, controversial and faltering War on Poverty.

[Republican poverty memo, Republican members Poverty Subcommittee, Wednesday, Apr. 20, 1966]

No. 16: THE KANAWHA HOTEL—A LOGICAL CHOICE?

Congressman ALBERT H. QUIE pointed out today more errors in the March 23 testimony of Bernard L. Boutin, Deputy Director of the Office of Economic Opportunity. Boutin was testifying before the Ad Hoc Subcommittee on Poverty of the House Education and Labor Committee.

Congressman QUIE was attempting to learn more about a feasibility study that had been conducted to determine if the run-down Kanawha Hotel in downtown Charleston, West Virginia, was suitable for a Women's Job Corps Center.

The engineer who conducted the feasibility survey twice said that it was not suitable—and was fired for his trouble. The Kanawha Hotel was leased from the Kanawha Hotel Corp., whose president was Angus Peyton, West Virginia Commerce Commissioner and unsuccessful 1964 Democratic candidate for the State Senate.

Boutin was just one of three OEO officials that Congressman QUIE questioned about the feasibility study. He also asked Bennetta B. Washington, of OEO's Women's Centers Division, who had conducted the study. She said it was OEO's own engineers. Congressman QUIE asked Milton Fogelman, OEO contracting officer, who had conducted the feasibility study. Fogelman said it was Consolidated American Services. He was right. Boutin's version came out like this:

Mr. Boutin: "Survey for this was done by GSA for us. The facilities that were carefully looked at was the Ruffner Hotel, the Holley Hotel, the hotel in question, the Daniel Boone Hotel and the Holiday Inn Hotel."

The "hotel in question" was, of course, the run-down Kanawha.

Congressman QUIE had charged earlier that selection of the Kanawha Hotel, coupled with the \$94,800 annual rental and the fantastic cost of rehabilitation which mounted the first-year cost of the site to at least \$477,839.76, "implies political favoritism."

(Boutin also testified before the Ad Hoc Subcommittee that the first-year cost figures advanced by Congressman QUIE were inaccurate. Subsequent investigation showed that Congressman QUIE was right—Boutin wrong.)

As in the case of the cost figures, Boutin's testimony that several sites were "carefully looked at" appears to be inaccurate and misleading.

In order to determine what, if any, alternatives were considered for the location of the Charleston Women's Job Corps Center, Congressman QUIE had the minority investigator of the Ad Hoc Subcommittee make a check, with the following results:

On March 28, 1966, Mrs. Mary Lee Crowley, owner of the Holley Hotel on Quarrier Street in Charleston, said that at no time did she consider leasing the Holley Hotel to the Office of Economic Opportunity or its contractor, Packard Bell Electronics Corp. She recalled that early in 1965 a representative of Packard Bell called on her and asked if she would be interested in leasing the hotel as a Women's Job Corps Center. Mrs. Crowley told this man that she was interested in selling the hotel, but not in leasing it. She remembered that his manner was abrupt and her conversation with him was less than five minutes. To her knowledge, no surveys or studies of the Holley Hotel were made by Packard Bell, OEO, or General Services Administration, which Boutin claimed made some studies for the OEO program.

Also on March 28, 1966, Mr. Joe Reiser, Assistant Manager of the Daniel Boone Hotel at Washington and Capitol Streets in Charleston, said that to his knowledge no studies or surveys of the Daniel Boone Hotel were made by Packard Bell, GSA or OEO in contemplation of a Women's Job Corps site. He said no approach or offer had been made to the Daniel Boone management by any representative of these organizations. On April 6, 1966, Mr. Reiser said he had been in contact with Mr. Roger S. Creel, General Manager of the Daniel Boone, who had been vacationing in Miami, Florida. Mr. Creel confirmed that at no time was any offer made to the Daniel Boone management regarding the Women's Job Corps Center and to his knowledge no studies or surveys of the hotel had been made for that purpose.

On April 6, 1966, Mr. Lyman Stanton, President and General Manager of the Holiday Inn Hotel on Kanawha Boulevard in Charleston, told the same story. He said that no approach or offer had been made in regard to the Women's Job Corps Center site and to his knowledge no studies or surveys of that facility had been made.

On March 30, 1966, Mr. Vincent Chaney, Charleston attorney who had represented the Ruffner Hotel for years prior to the sale of the building on February 1, 1966, said that to his knowledge no action had been taken in any way by Packard Bell or OEO in consideration of the Ruffner Hotel as a Job Corps site. His statement was affirmed by Mr. R. G. Lilly, Sr., Charleston attorney and principal stockholder of the family-owned Ruffner Hotel prior to its sale.

Mr. Lilly said, however, that in 1965, when he learned that a Women's Job Corps Center had been planned for Charleston, he was interested but was never approached.

Had he been approached, Mr. Lilly said, he would have been very interested in leasing the Ruffner Hotel as a Women's Job Corps Center for much less than the \$94,800 annual rental on the Kanawha Hotel.

Mr. Lilly described the Ruffner Hotel as a six-story building with basement and penthouse which includes about 170 bedrooms. He said the hotel has been leased to the Millner Co. of Detroit, Michigan, during the past three years under an arrangement where the hotel owners received 17 per cent of the gross income. This resulted in the following

approximate incomes to the hotel: 1965—\$21,000; 1964—\$18,000; and 1963—\$14,000. Under the terms of the lease, the Ruffner Hotel paid taxes and insurance on the building and its furniture.

Under the Kanawha Hotel-Packard Bell lease, the Office of Economic Opportunity pays taxes and insurance on the hotel and its furniture, as well as furniture storage.

"It seems apparent from these figures that Mr. Lilly would have been glad, as he has said, to lease the Ruffner Hotel for much less than \$94,800 a year," Congressman QUIE said in a speech on the House Floor today. "Based on information furnished by responsible Charleston hotel representatives, it is apparent to me the Kanawha Hotel was the only site considered."

"This is in addition to the errors I pointed out previously in Mr. Boutin's testimony before the Ad Hoc Subcommittee," Congressman QUIE said. "As far as I am concerned, so many errors of such a basic and grave nature are enough to discredit Mr. Boutin's entire testimony. This is another example of the chaotic and make-it-up-as-you-go administration that seems to be so much a part of every-day operations at the Office of Economic Opportunity."

[Republican poverty memo, Republican members Poverty Subcommittee, Thursday, Apr. 21, 1966]

No. 17: ISN'T THERE A DANVILLE SOMEWHERE THAT WANTS POVERTY MONEY?—TWO DOWN—FOUR TO GO

(By Congressman CHARLES E. GOODELL)

Overzealous federal poverty officials at OEO apparently crave a community called Danville in the United States that needs poverty money. A month ago, OEO pressed Danville, Indiana, a community of 3,287, to set up a community action board to receive and administer poverty funds. Local citizens resisted, causing Senator BIRCH BAYH to inquire of OEO, "Why Danville?"

The reply came back to Senator BAYH that Danville, Indiana, needed a community action program because they had 1,339 families with annual incomes under \$1,000 and 1,979 families receiving Aid to Dependent Children (ADC). On this basis, continued OEO officials, who could deny Danville help? Pressing the matter further, an OEO official visited Danville and to his consternation discovered that their poverty statistics didn't match Danville, Indiana. Quickly recovering, regional poverty officials answered, "Those figures are for Danville, Illinois—an understandable mistake."

The only difficulty came when it developed that the poverty figures were not for Danville, Illinois, either! At this point, I suppose OEO officials said: "There must be a Danville that fits our pattern of poverty." Sadly, however, a check of the population division of the Census Bureau indicated there were only six Danvilles in the country and none of them fitted the poverty profile prepared by OEO!

Perhaps the news media could now, as a public service, assist federal poverty officials, who dearly wish to help a Danville, by running (apropos of Peter Pan) the following nationwide ad:

"Isn't there someone out there, from a Danville somewhere, who believes?"

[Republican poverty memo, Republican members Poverty Subcommittee, Friday, Apr. 22, 1966]

No. 18: LI'L ABNER COMES TO WASHINGTON—AND STAYS!—OR WHAT'S NEW IN DOGPATCH?

(By Congressmen ALBERT H. QUIE and CHARLES E. GOODELL)

OEO has gone from the sublime to the ridiculous. The War on Poverty now has a comic book stockpile.

In 1964, OEO officials were scratching their heads over how to mass produce Job Corps

recruits. Like a Mammy Yokum vision, inspiration struck—have one of America's most popular and creative comic strip artists, Al Capp, produce a comic book to promote the Job Corps. By June, 1965, 501,000 copies of "Li'l Abner and the Creatures from Drop-Out Space" were ready. With typical fudgie factory fanfare, OEO information Chief Holmes Brown announced the book donated by Al Capp was valued by OEO at between \$150,000 and \$200,000. OEO personnel were thrilled and excited over Capp's creative contribution. Printing costs were \$25,000. Cards were included in the books to be mailed by applicants to the Job Corps.

Then the winds began to change at OEO, Mr. Speaker. Rumor has it that a highly-placed psychologist at OEO felt that distribution of books with cards enclosed amounted to pressuring youths into Job Corps enrollment. Some sages at OEO felt the story portrayed in the comic book was controversial and characters did not fit OEO's image. Besides, how were they going to code, screen and mail to employment offices all the card applications? Nobody in the Great Dogpatch on the Potomac, OEO, had thought of that before they printed half a million books.

Since July, 1965, 435,000 Li'l Abner comic books have been gathering dust in Washington warehouses at a cost of \$125 a month. We are long-time admirers of Li'l Abner and the genius of his creator, but we think even Dogpatch's Senator Phoghorn would demand some answers. Why does OEO continue to stockpile laughs while the taxpayer and the poor cry?

Some years ago the beloved Will Rogers remarked that every time Congress made a joke it was a law, and every time it made a law it was a joke. Mr. Speaker, "it ain't amoozin', it's confoozin'."

[Republican poverty memo, Republican members Poverty Subcommittee, Tuesday, Apr. 26, 1966]

No. 19: WHO IS THE "WRONG-WAY CORRIGAN" AT OEO?

(By Congressman CHARLES E. GOODELL)

The Job Corps has been under fire for its superficial and inadequate testing, evaluation, and screening of applicants. It is the conviction of many of us that, at an average cost in excess of \$8,000 per enrollee, assignment to a Job Corps camp should be based upon careful professional evaluation.

While constructive critics have been urging Job Corps officials to tighten up recruitment procedures, Job Corps officials have launched a series of new and experimental procedures that might well be called "Blind Man's Bluff."

All of the recruitment gimmicks have the purpose of speeding up the processing time and funneling applicants into Job Corps camps on a crash basis. One experiment, designed to enroll roughly 3,700 applicants, has been the waiver of the medical examination of applicants between April 14th and May 7th.

As one recruitment announcement advertised, those who apply prior to May 7th "will not need a physical examination if they are in good health." How does OEO intend to determine an applicant's health unless he has been examined by a physician?

Other recruitment programs guarantee that Job Corps applicants will be sent to a camp within 24 hours after signing up, three days after signing up, five days after signing up, or 10 days after signing up. Whether the process takes 24 hours or ten days seems to be determined by the area of the country the applicant comes from.

How are these high-powered public relations devices going to improve the haphazard screening procedures that have caused so many problems in Job Corps camps? How are criminal records to be determined and analyzed for proper applicant assignment?

How are epidemics of communicable diseases to be avoided at Job Corps centers? Why the assembly-line, supermarket approach at this stage?

Poverty officials earlier indicated they had 152,000 applicants for the Job Corps and couldn't take care of them all. 435,000 Li'l Abner comic books, designed to stimulate Job Corps applications, are gathering dust in a warehouse at taxpayers' expense. One of the reasons given for shelving the comic book approach was a backlog of Job Corps applicants. With a backlog of applicants, OEO launches a series of all-out recruitment programs. The poverty question of the day is, "Who is the 'Wrong-Way Corrigan' at OEO?"

[Republican poverty memo, Republican members Poverty Subcommittee, Thursday, Apr. 28, 1966]

No. 20: SILVER-SALARIED JOB CORPS; OR RAGS TO RICHES

(By Congressman CHARLES E. GOODELL)

Want a 57 per cent raise? Join the staff of the Job Corps! The 208 staff personnel at Camp Gary (San Marcos, Texas) drawing salaries over \$9,000, got an average increase of 57 per cent above their previous salary. Twenty-two of them more than doubled their previous salary. Here are some examples of past and present salaries of Camp Gary personnel:

Position	Previous	Present
Manager of personnel.....	\$5,000	\$10,000
Math chairman.....	4,730	10,080
Citizenship teacher.....	4,800	10,080
Chairman, commercial skills.....	4,650	10,080
Welding instructor.....	3,200	9,780
Teacher, commercial skills.....	4,500	9,780
Do.....	4,300	9,780
Auto mechanic instructor.....	3,800	9,780
Drafting instructor.....	4,764	9,780
Science teacher.....	4,700	9,780
Duty officer.....	4,500	9,493
Physical education instructor.....	4,600	9,480

The automatic, facile explanation always given by Poverty officials for high salaries is, "We need the best people." Is it really necessary, however, to go this far? Aside from the leakage of poverty funds for extravagant salaries, there is a distressing impact on school systems. What school board can compete with their rich Uncle Sam who apparently has money to burn. 154 of the 208 came directly to Gary from school jobs. Is it necessary to offer \$9,780 to a math instructor making \$4,887, or to a music teacher making \$4,200, in order to attract them to come to Camp Gary? Would a private employer offer these lavish salary increases in his business?

These are the kind of facts that should have been brought out in Congressional hearings. In spite of our efforts, and those of Congresswoman GREEN (D-Ore.), the reason for extravagant costs of Job Corps camps remained a mystery in the hearings. Camp Gary does not stand alone; on the contrary, it appears to be a typical outgrowth of inept administration of the Job Corps.

I have today telegraphed seven other Urban Job Corps Centers for full data on their staff salaries. In the meanwhile, the press is welcome to examine the complete salary records of Camp Gary in my office.

[Republican poverty memo, Republican members Poverty Subcommittee, Friday, Apr. 29, 1966]

No. 21: THE PRIVATE WEDDING OF POLITICS AND POVERTY

(By Congressman ALBERT H. QUIE and Congressman CHARLES E. GOODELL)

Chairman ADAM CLAYTON POWELL is perpetrating one of the sorriest exhibitions of political partisanship ever witnessed in Congress involving an important national program. His actions constitute an open ad-

mission that he and the majority of Democrats on his committee regard the poverty program as pure politics and the private preserve of Democratic political caucus.

Here is the almost incredible sequence of events:

1. Last fall, Chairman POWELL sought and obtained \$200,000 for a thorough investigation of the poverty program that he conceded desperately needed it.

2. Only the most superficial investigation was made and no report was issued.

3. In December, the Chairman appointed a three-man task force to "check on" his first investigation.

4. Eight days of hearings were held as a platform for a succession of hurrahs for the poverty war to date. The hearings were so loaded that the only seriously critical witness was poverty director Shriver himself.

5. The Chairman refused to call any of the 67 witnesses suggested by the Republicans. His explanation for not calling any of the witnesses was characteristic: "Because I am the Chairman."

6. Thirty-seven days have been wasted since the hearings were arbitrarily closed, during which time many competent witnesses could have been heard to improve the program.

7. Barring Republican members of the committee, Democrats have held five private, partisan caucuses to try to convert the faltering war on poverty into "a bill we can defend."

8. When a responsible and essentially-accurate newspaper story revealed to the world for the first time what the Democrats had been cooking up in caucus, the Chairman called a hasty press conference to deliver a slashing attack on the reporter.

9. He announced that the poverty subcommittee responsible for this important legislation will have exactly 30 minutes to pass on all amendments to the entire bill.

It is obvious that Chairman POWELL and the committee will not consider seriously any constructive proposals they do not author themselves. Mr. POWELL claimed credit for saving the community action program which he had cut to the bone marrow. The apparent restoration of \$150 million still leaves the program below minimum requests. If Mr. POWELL's figures are accurate, the new face lifting of the War on Poverty will cost \$1.95 billion, \$245 million above the President's budget.

The Quie-Goodell Opportunity Crusade would spend \$400 million less federal money. By enlisting private enterprise and the states as partners, it would pump a total of \$2.4 billion into meaningful, coordinated programs. In contrast to the new Democratic concoction, the Opportunity Crusade would make all the money needed available for Head Start and would double present funds in Community Action, while legislating careful and proper safeguards against the kind of abuse that has been rampant in the War on Poverty.

[Republican poverty memo, Republican members Poverty Subcommittee, Monday, May 2, 1966]

No. 22: SENATOR MANSFIELD ON THE JOB CORPS (By Congressmen ALBERT H. QUIE, CHARLES E. GOODELL, and ALPHONZO BELL)

We proposed experimental job corps camps three years before the poverty program. We believe in the concept, but we do not believe in the Job Corps program we have today.

Each time we advance specific criticism, the broken record response from poverty officials and their spokesmen in Congress is, "Oh, that's an isolated case and they are just trying to destroy the Job Corps program."

They ignore the almost endless evidence of poor administration, protection rackets,

corpsmen forced to live with pipes under their pillows, lack of discipline in camps, and lack of planning for jobs outside of the camp—these conditions seem to prevail across the country.

In the past we have exposed serious faults in the selection and screening of corpsmen, but the mass production psychology prevails. Earlier this year, we cited the case of a Montana corpsman who shot a lady in a Billings bar. Thereafter, he was not only retained in Camp Breckinridge, Kentucky, but flown with a guard back and forth from Kentucky to Montana several times at taxpayers' expense to attend court proceedings in Billings.

This is not a partisan issue. At the time this incident occurred, Senator LEE METCALF (D-Mont.) said, "The idea of the Job Corps in my opinion is a great idea but this incident is wrong and really burns me up! These drop-outs and malcontents are being coddled and complimented for their derogatory behavior."

We had hoped our protests and warnings would be the end of this continuing story of shortsighted administration. Now the Democratic leader in the Senate, Senator MANSFIELD of Montana, has revealed that this regrettable story continues. Here are Senator MANSFIELD's own words spoken from the Senate floor on Wednesday, April 27, 1966:

"Mr. President, one of the major programs within the administration's antipoverty program is the Job Corps. It is my understanding that the program is designed to take youngsters from unfortunate surroundings and expose them to education, training, and guidance, preparing them for a more worthwhile role in our society. The program takes these people from their home environment and places them in camps throughout the country. There are now three Jobs Corps camps in my State of Montana.

"The basic idea of the Job Corps is fine, but I have become somewhat concerned about its implementation, the screening process used in filling the camps and overall inadequacies in the administration of the program. First of all, it seems to me that everyone was in too big a hurry to get the first camps operating, too little time was given to the screening of Job Corps applicants. There is a need to be more selective. There are many who can be helped and who are willing to be helped. These camps should be limited to those who have given some indication that they want to be helped and are willing to try. It was not my intention to support the establishment of three reformatories in my State. There have, as yet, been no major incidents at any of the Montana camps.

"I do not like admonishing the Job Corps but an incident has occurred in Montana which illustrates my cause for concern. Some months ago a juvenile in Billings with a most unfortunate background was selected for the Job Corps. However, before he could be transported to his camp in the Midwest, he was involved in a bar room brawl and shot a patron. His defense was immediately taken over by the Job Corps officials, he was then taken to the camp and returned to Billings, when required by the courts. He was given better counseling, care, and attention than the average individual. Within the past week or so he escaped from camp with a colleague, stole a car and in Indiana was involved in a car accident taking the lives of two people and hospitalizing others in critical condition, including himself.

"I am well aware that there can be bad apples in every program, but it seems to me that there is something wrong. Perhaps it is a matter of lack of know-how and inefficiency on the part of the administrative Job Corps personnel involved. They and those enrolled in the program should have been more selective in the very beginning. Cer-

tainly a man with a criminal charge against him should be kept under very close surveillance. Also there is a grave question as to any value this program might be to a person of this nature. The individual involved was given treatment and protection above and beyond that allowed the average citizen, only to have it thrown back at us with more criminal action.

"I do not like speaking in this vein, but I cannot stress too strongly the need for a more careful selection of Job Corps men and an insistence upon efficient and capable administrative and guidance personnel."

It is time Congress imposed some sensible standards on Job Corps administration. Our Opportunity Crusade, offered as a complete substitute for the War on Poverty, in the form of H.R. 13378, would impose careful screening and enrollment procedures.

[Republican poverty memo, Republican members poverty subcommittee, Tuesday, May 3, 1966]

No. 23: THE NEW ACCOUNTINGS "RECONSTRUCT YOUR BOOKS"

(Joint statement by Congressman ALBERT H. QUIE and Congressman CHARLES E. GOODELL)

One of the key provisions of the Opportunity Crusade, H.R. 13378, requires pre-audits to insure proper accounting procedures before poverty money is granted to a community action agency. The need for such a requirement would seem obvious, yet money has been shoveled forth from Washington without proper accounting safeguards.

HARYOU, in New York City, is bad enough where the suspended Director has been trying to "reconstruct the books" for the past six months so auditors can find out where more than \$600,000 has gone. Los Angeles may be in even worse shape. How many citizens are given the right to reconstruct their books when Internal Revenue calls?

Accumulated evidence indicates gross fiscal irresponsibility during the first year's activity of the Economic and Youth Opportunities Agency (EYOA), the Los Angeles community action agency. OEO, GAD and private auditors have been swarming over EYOA's books for months without announced results. Serious allegations have been made about the financial accountability of the EYOA. It has been charged that:

1. EYOA did not have records identifying where OEO funds had been spent.

2. Funds had been expended for sub-contracts that had not been approved or had been improperly approved.

3. Funds were being commingled.

4. There has been a lack of supporting documentation for voucher claims.

Following a Subcommittee on Poverty investigation of the Los Angeles poverty program, Chairman ADAM C. POWELL said there is "evidence of mismanagement and fiscal dishonesty in the program." Several OEO audit reports have indicated that Los Angeles records were in "bad shape." In the House hearings this year, Mr. Nathan Cutler, Director of OEO's Audit Division, said the EYOA's violation of letter of credit procedures "could lead to more loose practices than we observed."

It is the obligation of the Office of Economic Opportunity to make a full disclosure of the facts. Waste and diversion of poverty money annoys and frustrates the taxpayer; it infuriates the poor. How can poverty officials explain, for instance, a full-time official in the Los Angeles city school system, William C. Rivera, being paid \$75 a day for 28 days (a total of \$2,100) by the community action agency during a period when he was supposedly earning overtime pay from the Los Angeles City school funds?

Why is it that every other agency of government must account for its funds, but

poverty agencies expect to be given a blank check? It is time the American people were given some answers. It is time the poor, especially, were given some answers. It is time for a true Opportunity Crusade that will minimize such abuses and get the poverty money where it will effectively help the poor.

[Republican poverty memo, Republican members Poverty Subcommittee, Wednesday, May 11, 1966]

No. 24: WHIP CRACKS, TROOPS MARCH
(By Congressman CHARLES E. GOODELL)

As Chairman ADAM CLAYTON POWELL cracked the whip, Democrats on the House Education and Labor Committee this week obediently shouted down all Republican amendments to correct present abuses in the Job Corps and Neighborhood Youth Corps program. Not a single voice was raised in closed-door Committee meetings to deny that both programs have serious and continuing deficiencies; yet Democrats goose-stepped away from any substantial changes. The following Republican proposals were summarily rejected on straight party line votes:

1. Careful procedures for evaluation of Job Corps enrollees to identify youths with criminal records and insure adequate provisions to cope with their problems in Job Corps camps without major disruptions.
2. Authority to Job Corps camp directors to enforce standards of conduct and deportment with disciplinary powers, including the power to dismiss enrollees when necessary to preserve the opportunities for others.
3. Establishment of Military Career Centers for young men unable to pass physical or mental tests for military service.
4. Limitation of salaries of Job Corps staff to no more than 20 per cent increase over their previous salaries without specific approval of the Director.
5. Establishment of an Industry Youth Corps to provide productive jobs and training for young people in private industry.
6. Transfer of the Job Corps and Neighborhood Youth Corps from OEO so that they will be fully coordinated with existing manpower retraining programs.
7. Provision for job counseling and intensive testing on admission and at least three months prior to anticipated graduation of Job Corps enrollees.
8. Establishment of community advisory groups to provide appropriate job opportunities or training for Job Corps graduates.
9. Revision of the Neighborhood Youth Corps for school drop-outs or potential drop-outs to provide separate out-of school and in-school programs, with careful standards for each.

While Democrats caucus privately in confusion and dissention, they unite in Committee to chant down constructive proposals to revamp the mismanaged War on Poverty.

[Republican poverty memo, Republican members Poverty Subcommittee, Friday, May 13, 1966]

No. 25: ROCKING CHAIR VERSUS ROCK-AND-ROLL, OR COMMUNITY RELATIONS ATROCITIES IN ST. PETERSBURG, FLA.

(By Hon. CHARLES E. GOODELL)

A first requirement in successful operation of a Job Corps center is good community relations. In St. Petersburg, Florida, Job Corps officials have acted out a textbook version of how not to promote good community relations. In April, 1965, they opened a Women's Job Corps Center in the Hotel Huntington in a quiet area surrounded by residential dwellings for retired people. The

rental of the Hotel Huntington for 18 months totaled more than its appraised value. Community resistance and resentment were overwhelming. At the time, an OEO spokesman, referring to Women's Job Corps Centers, said, "The St. Petersburg Center is the first. If any mistakes have been made, the responsibility is mine and I will learn from them."

After one year, OEO had graduated 42 enrollees from the St. Petersburg Center at a cost of \$1,646,601, averaging \$39,205 per graduate. The monthly cost of the St. Petersburg facilities is by far the highest of any Women's Job Corps Center in the country.

Training and classroom facilities were spread over four separate locations in St. Petersburg, and the Pinellas County School Board, the Center's sponsor, has been locked in continuous struggle and controversy with OEO, caushing them now to terminate their contract.

Having blundered so disastrously in their selection of the Huntington site and in promoting good community relations in this first Job Corps operation, OEO has now demonstrated their "new look" in community relations and demonstrated how they have learned from past mistakes. On May 4, with great gusto, OEO announced the Center will be moved to the old luxury Soreno Hotel under a 14-month contract for \$3.1 million. Amazed local officials lost no time in reacting. On May 10, the St. Petersburg City Council passed an ordinance precluding the use of the Soreno Hotel for a Job Corps Center. On May 11, the School Board refused to extend the current contract for use of school facilities. Protests rose from every corner, including community businessmen and planners who found the Job Corps location in direct contradiction of redevelopment and rehabilitation plans for that area of the city. The Governor has indicated he will try to veto the project.

It would appear that Job Corps officials have leapt from the frying pan into the fire, and they owe Congress and the people of St. Petersburg some explanations:

1. Did any community officials agree to the Soreno Hotel location before it was announced?
2. Could the dreamers at OEO come up with any location that would cause more community disruption in St. Petersburg?
3. What possible basis did they have for selecting a community like St. Petersburg for a Job Corps site in the first place?
4. What accounts for the apparent obsession at OEO to rejuvenate old hotels in unsuitable locations?
5. Under present policies can they hold out any hope to the American taxpayers that they will ever get their cost per Job Corps graduate down to as low as \$20,000, without counting dropouts as graduates?

My colleague, Congressman QUINN, and I are particularly affronted by Job Corps bungling because of our long-time sponsorship of the Job Corps approach. Three years before the War on Poverty, we proposed experimental skill centers for young people who need to be liberated from their immediate environment in order to respond to educational training. The Education and Labor Committee this week has rejected summarily a whole series of Republican amendments to tighten up Job Corps procedures and to counter the mass production psychology that still seems to prevail at OEO.

Our 100-page Opportunity Crusade, as a complete substitute for the poverty war, would require proper planning, consultation with local officials and sensible economic management. It would direct Job Corps officials by specific provision of law to "stimu-

late formation of indigenous community activity in areas surrounding Job Corps centers to provide a friendly and adequate reception of enrollees in community life."

[Republican poverty memo, Republican members Poverty Subcommittee, Friday, June 3, 1966]

No. 26: FEDERNALES POVERTY OR "WE DIDN'T HAVE A POVERTY PROGRAM"

(By Congressman CHARLES E. GOODELL)

After spending \$190,815 on a Neighborhood Youth Corps program, the project coordinator of LaGrange, Texas, said, "We didn't have a poverty program. We didn't operate it as a poverty program. We took the position that if young people were loafing we'd put them to work and do a lot of good."

After a series of articles exposing a gross and general disregard for eligibility standards in the Neighborhood Youth Corps programs, the Houston Post commented: "One of the worst fiascos in the history of the Neighborhood Youth Corps in Texas occurred in Pasadena last summer as the federal anti-poverty program got underway on a crash basis."

"We had no definite guidelines from the federal government as to who should be enrolled," said Pasadena's Mayor Doyal.

"We didn't understand the Youth Corps to be strictly a poor-folks program," said Rev. Harry L. Johnson, chairman of the selection committee. "Our determination of who should be picked first was not strictly on the basis of poverty. We felt there could be kinds of poverty other than material poverty that perhaps some needed jobs for spiritual or other reasons."

In many cases, the Corpsmen's parents said their children's participation was not because of economic need. Most parents said they didn't understand the program was for helping only the poor. The Reverend Johnson said it was possible some youths were hired from the alternate list who "just wanted to support a car. If they went down the list far enough," he said, "it is possible a boy with a father and mother who made \$20,000 a year could have been hired."

Some specific examples of the youths enrolled in the Texas Neighborhood Youth Corps programs were:

1. Enrollees who were college students, although the Neighborhood Youth Corps regulations held that college students were not eligible;
2. A 17-year-old son of a City of Pasadena secretary and an operator for a big chemical company, both working. The mother was Mayor Doyal's secretary for about a month soon after he took office last May but she pulled no strings to get her son in the Corps;
3. A 17-year-old Corpsman, the son of an engineer for Brown & Root, Inc.;
4. A 16-year-old youth, the son of a home building contractor;
5. A 16-year-old, the son of the personnel and safety director of a big industrial firm;
6. Many other Pasadena enrollees who were children of employees at a chemical plant and a refinery whose wages ran in the neighborhood of \$3 or more an hour.

Pasadena's Mayor Doyal said he never heard of the so-called \$3,000 income "poverty level" until about September and never heard of the graduated-by-size-of-family income standards of July 8 until a reporter told him about them in February, 1966.

This is the program that is supposed to help poor youngsters who are school drop-outs or likely dropouts for reasons of poverty. Unfortunately, poverty programs in the Federnales country are more typical of the nation than exceptional. We urge the adoption of the Republican Opportunity Crusade which would prevent these and many other abuses in the present poverty war.

[Republican poverty memo, Republican members Poverty Subcommittee, Monday, June 6, 1966]

NO. 27: JOB CORPS URGENTLY NEEDS REPUBLICAN AMENDMENTS

(Joint statement by Congressmen ALBERT H. QUIE and CHARLES E. GOODELL)

As early advocates of the Job Corps concept, but vehement critics of its implementation thus far, we were pleased to read in yesterday's papers about a secret White House memorandum calling for a few changes in the Job Corps. Unfortunately, the proposed changes do not go far enough and even more unfortunately the Job Corps Director today denies that most of the changes will be made.

We have proposed a large number of major changes including careful and coordinated selection of enrollees; transfer of the Job Corps to be administered under the Manpower Retraining Act; careful standards on staff salaries; emphasis on community relations in the locale of Job Corps camps; firm discipline and full authority in Job Corps directors to set rules of conduct and discharge enrollees; special evaluation and provision for the needs of enrollees with criminal records; effective involvement of State and local officials in Job Corps camps; testing of enrollees at appropriate intervals and provision of suitable job opportunities or other assistance upon graduation.

The Republican Opportunity Crusade provides a complete overhaul of the Job Corps. Its need is self-evident. It is sad to have the Director of the Job Corps deny that even the inadequate changes suggested in the White House memo are being seriously considered. Republicans have continuously made constructive suggestions for revamping the Job Corps, too often ignored by both the press and Job Corps officials. The changes outlined in the alleged White House memorandum were offered by Republicans as amendments in Committee this year along with many, many others. They were voted down on straight party line votes.

In addition to corrective measures, Republicans continue to urge creation of Military Career Centers to be administered by the Secretary of Defense in assisting volunteers to qualify physically and mentally for military service.

The obvious fact that the Job Corps Director continues to reject substantial and constructive changes in the Job Corps program, makes it even more imperative that Congress itself impose needed standards by law.

[Republican poverty memo, Republican members Poverty Subcommittee, Tuesday, June 7, 1966]

NO. 28: FURTHER COMMENTS FROM DEMOCRATS ON POVERTY

(By Congressman CHARLES GOODELL)

While continuing to vote automatically for a War on Poverty program that is clearly in deep trouble, Democrats are often critical in their public comments. Here are a few: Senator MIKE MANSFIELD, criticizing the screening of Job Corps applicants—"It was not my intention to support the establishment of three reformatories in my State."

Senator WALTER MONDALE, speaking of difficulty in getting programs funded—"There was nothing in writing. No guidelines for expenses were established. It is no surprise that Minnesotans working for anti-poverty are often frustrated."

"We have a right to written, understandable rules," MONDALE said, "and officials must assume there is some local wisdom."

Senator R. VANCE HARTKE: "I question the continuation of poverty programs, such as the youth camps. There are too many unanswered questions about operations at

centers such as Camp Atterbury and Camp Breckinridge."

Governor John B. Connally, after a meeting with Shriver about the poverty program in Texas—"OEO does not seem to understand that we are not working for them, but with them and we want them to work with us."

Congressman BERT BANDSTRA, in his statement printed in the Subcommittee hearings—"A knowledge gap between Washington anti-poverty officials and local workers in the war on poverty leads to 'administrative confusion' that could very well prove fatal to the program."

Congressman AUGUSTUS HAWKINS, speaking in Los Angeles—"The community development program as adopted by Congress is not functioning as it was set up. What is being done to this program is a crime."

Congressman ROBERT E. SWEENEY of Cleveland, describing the Job Corps—"It is 'fantastically expensive failure . . . It is costing taxpayers \$11,252 a year per enrollee . . . I believe this money can be better used by the Office of Education, the Department of Labor and the military education channels."

Senator ALBERT GORE, Tennessee—"The Office of Economic Opportunity is a grossly-disorganized affair and while I hope some order will be brought out of current chaos, I become more doubtful daily."

Senator J. F. PATTERSON, Missouri Senate Democrat, explaining why he and other Democrats joined a Republican minority in the Senate to defeat the appropriation of state funds to implement poverty programs—"I'm getting a little fed up with going home every weekend and consistently having voters laugh in my face about all the Federal programs we are buying in Jefferson City."

Whitney M. Young, Jr., Executive Director of the National Urban League, said: "Year-round antipoverty programs were grossly inadequate and during the spring there is a flurry of government action to produce something for the summer to keep it cool. We question whether the real intent is to promote equality or to stop riots."

The time is long overdue for Democrats to stop just talking about the poverty program and join Republicans in doing something about it. The Republican Opportunity Crusade, H.R. 13378, would correct existing abuses, completely revamp the faltering War on Poverty, and truly involve the poor, the states, and private enterprise in meeting the very real and very urgent problems of the poor. The Opportunity Crusade would cost the Federal Government \$300,000,000 less than the War on Poverty, while more than doubling the money for Headstart and Community Action. A total of \$2.4 billion would be available from private enterprise, state, local and Federal sources in contrast to the \$1.75 billion in the War on Poverty.

[Republican poverty memo, Republican members Poverty Subcommittee, Wednesday, June 8, 1966]

NO. 29: BUREAUCRACY BANDWAGON

(By Hon. ALBERT H. QUIE)

In a speech on March 30, 1966, my colleague Congressman WILLIAM AYRES alerted the Congress that "The Big Money is in Poverty." He reported a burgeoning bureaucracy of civil servants at the Office of Economic Opportunity which is draining money away from programs intended to help the poor. Mr. AYRES made his statement in an attempt to avert the bad leakage of funds.

The plea apparently fell on deaf ears, however. For during the month of April there has been a mad scramble to get on the bureaucracy bandwagon at OEO. From March to April there was a gain of approximately

10 percent in personnel at the Office of Economic Opportunity.

According to the monthly report of the Joint Committee on Reduction of Nonessential Federal Expenditures, the increase of 204 warriors at the Office of Economic Opportunity was one of the largest increases in personnel of any federal agency that month.

I call on Sargent Shriver to explain this drastic increase in staff. Somewhere this continuous growth of his bureaucracy must stop. I call on him to remember his own words when he was arguing for the passage of President Johnson's War on Poverty in 1964.

"There is no contemplated huge new bureaucracy."

[Republican poverty memo, Republican members Poverty Subcommittee, Wednesday, June 15, 1966]

NO. 30 POLITICS AND POVERTY IN CHICAGO

(Joint statement by Congressmen ALBERT H. QUIE and CHARLES E. GOODELL)

"I can do as I darned please." Those are the words of Chicago's poverty director, Mr. Deton Brooks, when it was revealed that he was co-chairman of a citizen's committee to raise money for a Democratic Congressman. Mr. Brooks has presided over the expenditure of about \$30 million in Chicago.

As the director of the Chicago Committee on Urban Opportunity, Mr. Deton Brooks receives a salary of \$22,500 a year. He claims exemption from the Hatch Act.

Deton Brooks and poverty officials like him all over the country should be clearly covered under Federal law prohibiting political activities. It is shocking to hear Mr. Brooks proclaim that he is not, and should not be restricted in his political activities. For the past two years, as Mr. Daley's lieutenant, he has presided over one of the largest poverty programs in the country. That program is totally unrepresentative of the poor people it is designed to serve. It clearly violates the intent and will of Congress. Appointments to the Executive Committee, neighborhood councils and staff are completely controlled by the Mayor and those he appoints.

Republicans have urged since the beginning of the poverty program that all poverty employees be clearly prohibited from political activities. Our amendments were arbitrarily rejected by the overwhelming Democratic majority in Congress. It is ridiculous, but true, that only Job Corps employees are clearly prohibited from political activities under the poverty law. Under the Hatch Act, itself, it appears that some other state and city employees, such as Mr. Brooks, may be prohibited from political activity. It is obvious from his comments that Mr. Deton Brooks sees nothing wrong with mixing politics and poverty money. The well-oiled Daley machine whirs on, drowning out the anguished cries of the poor who were supposed to have a significant role in Community Action Boards.

We urge Mr. Sargent Shriver, the Civil Service Commission and the United States Attorney to investigate this case thoroughly. We further urge the Congress to enact the Republican Opportunity Crusade as a complete substitute for the misfiring political War on Poverty. The Opportunity Crusade will clearly bar partisan activity by any poverty worker; it will also guarantee true representation of the poor on Community Action Boards, double the money in the Community Action programs over Administration proposals, and eliminate the confusion, corruption and political chicanery infesting the present poverty war.

The Democratic committee bill in the House has now belatedly added a section

purporting to apply the Hatch Act to all poverty workers. Publicity has caused Mr. Deton Brooks to be dropped summarily as co-chairman of the citizens' fundraising committee for a Democratic Congressman. Of course, a number of solicitation letters have gone out with Mr. Brooks' name on the letterhead as co-chairman. Once again, it would appear that the Democrats are ready to lock the barn door after the horse is stolen.

The example of Mr. Deton Brooks in Chicago does not stand alone, although this is the first case that has come to our attention in which a Community Action director has defended his action in supporting the campaign of a Congressman who serves on the Congressional committee which writes the poverty legislation. On October 31, 1965, the distinguished columnist Richard Wilson said:

"The big city political machines have not been equal to the demands of growing urbanization. They thrive on poverty, unabsorbed minorities, religiosity. Favoritism is cultivated as an art. Honesty, justice and efficiency are equally uncomfortable in city hall."

Center	Position	Increase	Previous salary	Present salary
		Percent		
Custer	Chief group life supervisor	98	\$4,800	\$9,515
Do	Vocational instructor	82	4,368	7,950
Breckinridge	Counselor instructor	98	4,392	8,700
Do	Vocational instructor	64	4,560	7,500
Atterbury	Chief security	140	5,004	12,000
Do	Supervisory test administrator	73	5,196	9,000
Kilmer	Manager	159	5,800	15,017
Do	Personnel supervisor	216	3,005	9,506
Rodman	Director of curriculum	75	10,300	18,000
Do	Instructor of physical education	70	5,000	8,500

This scandalous situation continues in the Job Corps, but all attempts of Republicans to correct it have been rejected by the Democrats. Republicans proposed an amendment to the Economic Opportunity Act that would limit salary increases of Job Corps personnel to 20 per cent above their previous salary, unless otherwise authorized by the director. This amendment was rejected in committee by the Democrats on a straight party-line vote. The Republican Opportunity Crusade, which includes full safeguards against poverty program excesses, incorporates this amendment which would guard against salary abuses.

It is time that something be done about this appalling leakage of poverty funds. Enrollee costs of the Job Corps can never be brought down to a reasonable level as long as payroll costs continue at the levels just cited. We cannot let the good potential of the Job Corps be continually sacrificed.

We urge the adoption of the Republican Opportunity Crusade.

Position	Increase	Previous salary	Present salary
	Percent		
CUSTER JOB CORPS CENTER			
Chief group life supervisor	98	\$4,800	\$9,515
Do	59	6,000	9,514
Do	96	4,848	9,514
Vocational teacher	55	5,760	8,900
Orientation counselor	55	5,200	8,050
Vocational instructor	82	4,368	7,950
Staff trainer	50	4,980	7,500
Counselor	50	5,000	7,500
Vocational instructor	82	3,860	7,010
Public information reporter	70	4,680	7,000
Captain, F. & S.	50	4,500	6,783
Group life supervisor	59	3,952	6,300
Do	51	4,160	6,300

[Republican poverty memo, Republican members Poverty Subcommittee, Thursday, June 16, 1966]

No. 31: JOB CORPS SALARY EXCESSES—NO END IN SIGHT

(By Congressman ALBERT H. QUIE)

Over one-third of the employees, 38 per cent, making over \$6,000 at five men's urban Job Corps centers received over a 20 per cent increase to join the War on Poverty. Nobody seems to deny that excessive salary increases did occur and still do occur in large numbers in the Job Corps.

The examples of the increases at the five centers—Ft. Custer, Kalamazoo, Michigan; Camp Breckinridge, Morganfield, Kentucky; Camp Kilmer, Edison, New Jersey; Ft. Rodman, New Bedford, Massachusetts; and Camp Atterbury, Edinburg, Indiana—could be given ad infinitum.

I do not have the time here to list all the examples, but a quick check of the payroll records indicates even more incredible instances of persons who received over a 50 per cent increase from their previous salaries. I will place in the RECORD today the complete list of those persons, but here are just a few examples:

Position	Increase	Previous salary	Present salary
	Percent		
BRECKINRIDGE JOB CORPS CENTER			
Acting director, vocational training	65	\$7,800	\$12,900
Supervisor of general education	50	6,396	9,600
Counselor instructor	98	4,392	8,700
Do	211	2,700	8,400
Vocational instructor	59	5,100	8,100
Orientation instructor	63	4,800	7,800
Vocational instructor	64	4,560	7,500
General education instructor	84	3,420	6,300
ATTERBURY JOB CORPS CENTER			
Dentist	90	6,420	12,192
Chief security	140	5,004	12,000
Dentist	127	5,196	11,820
Unit coordinator	400	1,800	9,000
Supervisory test administrator	73	5,196	9,000
Psychologist	77	4,800	8,496
Dispatcher	50	1,500	7,560
Health, physical education, and recreation	50	5,040	7,560
Security investigator	71	4,416	7,560
Custodial supervisor	65	4,140	6,840
Supervisor, C.X.	53	4,464	6,840
Resident adviser, III	229	2,076	6,840
Stock record supervisor	100	3,420	6,840
Tester, II	52	4,356	6,600
Health, physical education, and recreation	102	3,120	6,300
Resident adviser, II	100	3,120	6,228
Do	147	2,520	6,228
Physical education and recreation, II	132	2,688	6,228
Do	71	3,363	6,228
Do	448	1,095	6,000
Assistant maintenance supervisor	100	2,000	6,000
Resident adviser, II	60	1,512	6,000
Do	111	2,844	6,000

Position	Increase	Previous salary	Present salary
	Percent		
RODMAN JOB CORPS CENTER			
Director of curriculum	75	\$10,300	\$18,000
Senior resident counselor	76	6,800	12,000
Instructor, business education	82	5,500	10,000
Instructor, math economics	51	6,300	9,500
Assistant head, physical education	59	5,500	8,750
Instructor, D. P. laboratory	55	5,500	8,500
Instructor, physical education	70	5,000	8,500
Maintenance manager	92	4,160	8,000
Assistant department head	131	3,250	7,500
Night duty officer	75	4,000	7,000
Do	75	4,000	7,000
Security administrator	82	3,840	7,000
Tutor counselor	72	3,952	6,800
Unit supervisor counselor	76	3,860	6,800
Instructor II, business education	54	4,200	6,500
Tutor counselor	81	3,600	6,500
Instructor II, physical education	86	3,500	6,500
Tutor counselor	50	4,200	6,300
Do	156	2,340	6,000
Do	100	3,000	6,000
Do	110	2,860	6,000
Do	92	3,120	6,000
Purchasing administrator	78	3,380	6,000
Tutor counselor	50	4,000	6,000
Do	65	3,640	6,000
Do	140	2,500	6,000
Do	68	3,580	6,000
Do	186	2,100	6,000
Recreation specialist	138	2,520	6,000
Do	233	1,800	6,000
Do	54	3,900	6,000
KILMER JOB CORPS CENTER			
Dentist	330	3,998	17,201
Manager administrator	468	2,704	15,392
Manager	159	5,800	15,017
Contract administrator, senior	54	9,200	14,186
Administrator, vocational services	313	3,307	13,645
Dentist	315	3,120	13,000
Administrator, educational services	60	7,758	12,418
Education resident specialist	69	6,800	11,502
Administrator, personnel	81	5,980	10,795
Administrator, food services	103	5,190	10,546
Supervisor	60	6,550	10,504
Do	305	2,600	10,442
Administrator, avocations	52	6,800	10,317
Administrator, social activities	53	6,600	12,900
Administrator, security	92	5,200	10,004
Personnel supervisor	216	3,005	9,506
Administrator, mat control	69	5,439	9,214
Supervisor, activities section	59	5,750	9,131
Analysis systems programmer	155	3,536	9,006
Counselor	85	4,800	8,902
Social activities sponsor	79	4,250	8,715
Foreman of guards	109	4,160	8,694
Education specialist	287	2,200	8,507
Supervisor, skills	60	5,200	8,320
Athletic activities sponsor	55	5,300	8,237
Education specialist	61	4,900	7,904
Senior instructor	50	5,200	7,779
Education specialist	71	4,500	7,717
Special athletic activities, senior	99	3,840	7,654
Supervisor	89	4,000	7,561
Athletic activities sponsor	81	4,160	7,530
Counselor	526	1,200	7,509
Instructor	189	2,600	7,509
Do	65	4,160	7,509
Counselor	106	3,640	7,509
Do	51	4,988	7,509
Senior instructor	90	3,952	7,509
Counselor	56	4,804	7,509
Administrative assistant	124	3,350	7,488
Instructor	58	4,680	7,405
Do	58	4,680	7,405
Education specialist	68	4,420	7,405
Do	54	4,800	7,405
Do	50	4,900	7,363
Do	53	4,800	7,342
Do	63	4,500	7,322
Recreation specialist	142	3,005	7,280
Specialist, FA	62	4,500	7,280
Instructor	53	4,700	7,145
Activity athletic sponsor	72	4,160	7,145
Instructor	65	4,316	7,134
Specialist	140	2,860	6,864
(Unspecified)	120	3,120	6,864
Do	52	4,500	6,822
Do	77	3,848	6,802
Do	64	4,160	6,802
Education specialist	104	3,328	6,802
FA specialist	74	3,920	6,802
Administrative assistant	90	3,536	6,729

Position	In-crease	Pre-vious salary	Present salary
KILMER JOB CORPS CENTER—continued			
	Percent		
Recreation specialist.....	79	\$3,608	\$6,458
Group leader, senior.....	76	3,640	6,396
Do.....	53	4,160	6,365
Do.....	206	2,080	6,364
Do.....	86	3,380	6,302
Do.....	51	4,160	6,302
Do.....	142	2,600	6,302
Do.....	130	2,724	6,271
Do.....	51	4,160	6,271
Do.....	61	3,900	6,261
Garage mechanic.....	50	4,160	6,240
Social activities specialist.....	71	3,640	6,209
Group leader.....	139	2,600	6,209
Do.....	139	2,600	6,209
Specialist, FA.....	199	2,080	6,209
Group leader.....	99	3,120	6,209
Craft specialist.....	84	3,380	6,208
Group leader.....	138	2,600	7,178
Do.....	95	3,120	6,074
Do.....	92	3,120	6,001
Do.....	80	3,328	6,001
Do.....	65	3,640	6,001
Do.....	92	3,120	6,001
Do.....	51	3,972	6,001
Do.....	92	3,120	6,001
Do.....	80	3,328	6,001
Do.....	61	3,733	6,001
Do.....	65	3,640	6,001
Do.....	50	4,000	6,001
Do.....	77	3,380	6,001
Do.....	173	2,200	6,001
Do.....	114	2,808	6,001
Do.....	131	2,600	6,001
Do.....	65	3,640	6,001
Do.....	100	3,005	6,001
Do.....	65	3,600	6,001
Do.....	80	3,328	6,001
Do.....	110	2,860	6,001
Do.....	58	3,900	6,001
Do.....	65	3,640	6,001

[Republican poverty memo, Republican members Poverty Subcommittee, Wednesday, June 29, 1966]

No. 32: WHO'S KIDDING WHOM; OR JOB CORPS FIZZLE

(By Congressman ALBERT H. QUIE)

The following is an editorial that appeared in the Modern Grocer magazine of May 27, 1966:

"A few months back Modern Grocer received a 'hot' telephone call from Washington. Someone at the Job Corps headquarters asked for help in placing young men trained for supermarket work. 'Fine,' was the reply. 'Give us the facts and we'll do a story.'

"The facts came soon enough; a New York regional office was designated to which to apply and Modern Grocer editors hurried and wrote the story. We did more. We called up some key people whom we knew needed personnel and referred them to the Job Corps. We sat back then, waiting to see doors swing wide open and Job Corps graduates pour through.

"The doors did open. Key people in the stores phoned in, wrote; there were even personal calls. With what results? To date note a single candidate for a job has been supplied by the Job Corps. Calls to the New York office, letters, have turned up zero. In a word, they don't have people ready yet.

"Is this the way the Government does things? Is the Government playing some sort of game in which big expectations are raised but nothing happens? We think this matter of jobs and of stores needing people badly, who are not available, directly affects our entire economy and we ask, 'What's with the Job Corps? Who's kidding whom with the people's money?'"

All of this is indeed strange when you consider that OEO claims 6,013 graduates of the Job Corps to date, of whom only 2,526 have jobs, have gone into the armed services, or back to school. Where are the 3,487 Job Corps graduates who have supposedly been prepared for employment?

[Republican poverty memo, Republican member Poverty Subcommittee, Tuesday, July 19, 1966]

No. 33: OPPORTUNITY CRUSADE VERSUS WAR ON POVERTY AMENDMENTS (H.R. 13378 VERSUS H.R. 15111)

(Joint release by Congressmen ALBERT H. QUIE, CHARLES E. GOODELL, ALPHONZO BELL)

After two years of the War on Poverty, many serious deficiencies are apparent. The Democratic majority on the Education and Labor Committee has refused to hold full and constructively critical hearings, for which the Rules Committee has taken the unprecedented action of admonishing them in a recent report adopted 14 to 1. The committee bill ignores most of the deficiencies and in many instances compounds them. Testimony denied the House, but received in the Senate, supports the direction of the Opportunity Crusade, as do investigations carried on independently by Republicans around the country.

The Opportunity Crusade proposes to unite local, state and Federal governments with private industry in launching a comprehensive program of training, education and motivation for the poor. By involving all segments of our economy, \$2.4 billion will be committed to the program, of which only \$1.4 billion will be Federal funds. This is contrasted to the \$1.75 billion program, all Federal funds, that is planned by the 100 per cent Federal War on Poverty. The attached table sets out a comparison of proposed expenditures of anti-poverty funds under Opportunity Crusade and the War on Poverty.

The following features of Opportunity Crusade will, we believe, result in a more effective and productive program against poverty:

1. The Office of Economic Opportunity will be stripped of all its present programs except Community Action and VISTA. All training programs will be coordinated under the Manpower Development and Training Act of the Labor Department; the education programs, including Headstart, will be administered by experts in the Office of Education; the work experience program, which embraces a variety of psychological and sociological problems as well as employment problems, will be administered by the experts in HEW; the small business loan program will be administered by the experts in the Small Business Administration; and the Farmers Home Administration loan program will be administered by the experts in Agriculture.

2. Opportunity Crusade, which will cost the Federal Government \$300 million less, will double the funds available for Headstart

and place more emphasis on state and local responsibility.

3. The Job Corps program, which has suffered from severe criticism across the country because of excessive expenditures, maladministration and uncoordinated, unrealistic implementation, will be completely revamped. This bill provides for a more intelligent evaluation and screening of applicants; coordination with existing manpower and vocational programs; more effective security and discipline in the camps; the dismissal of enrollees convicted of felonies; and a \$5,000 restriction on the annual cost per enrollee.

4. New camps will be set up under the Secretary of Defense to equip for military service on a volunteer basis young men from poverty backgrounds who cannot meet Selective Service standards.

5. Community Action funds will be more than doubled; at least one-third true representation of the poor on policy-making boards will be required; and continued flexibility of local programs will be assured by eliminating earmarked and restrictive funding.

6. The bill provides for a new Industry Youth Corps where private employers will be given a realistic incentive to hire untrained young people between 16 and 22 with one-third of their wages paid while they undergo on-the-job training for meaningful permanent employment.

7. The bill avoids the arbitrary and rigid \$12,500 ceiling on salaries in the Committee bill, recognizing direction of some of the urban programs would justify larger salaries. Instead, Opportunity Crusade would require approval by the Director of any salary increase in excess of 20 per cent over previous salary.

8. Careful administrative guidelines are written into all programs under the Opportunity Crusade to eliminate the confusion, delay, and frustration which have plagued the War on Poverty.

9. The employment service would be automated to provide high-speed, reliable joining of individuals with jobs.

10. The Labor Department would institute a national skill survey to pinpoint the thousands of skilled job categories for which qualified applicants cannot be found, as recently recommended by a bipartisan Joint Economic Committee report.

11. The Opportunity Crusade will enlist the state and local governments as partners with the Federal Government. It provides realistic incentives for private employers and individuals to join the public agencies in an all-out effort to provide education, jobs, better housing and dignity for the poor. It will require true involvement of the poor.

Comparative proposed expenditures of opportunity crusade and the war on poverty

[In millions of dollars]

Program	Opportunity crusade commitment	Opportunity crusade authorization	Committee proposal	Administration proposal
Total.....	2,434	1,462	1,754.5	1,745
Job Corps.....	170	170	200.0	228
Skill.....		80		
Conservation.....		40		
Military career.....		50		
Neighborhood Youth Corps.....	382	225	496.0	300
Industry Youth Corps.....	150	50		
Summer Youth Corps.....	106	80		
In-school.....	80	60		
Out-of-school.....	46	35		
Community action.....	867	700	323.0	466
Urban CAP.....	360	324		
Bonus.....	108	54		
Rural CAP.....	307	276		
Bonus.....	92	46		

Comparative proposed expenditures of opportunity crusade and the war on poverty—Con.

[In millions of dollars]

Program	Opportunity crusade commitment	Opportunity crusade authorization	Committee proposal	Administra- tion proposal
Earmarked community action programs.....			130.5	121
Employment service.....	25	25		
Skill surveys.....	5	5		
Automation.....	20	20		
VISTA.....	25	25	31.0	26
Headstart.....	644		352.0	327
Regular.....	444			
Bonus.....	200			
Adult basic education.....	44	40	26.5	30
Rural loans and migrants.....	55	55	57.0	65
Small business incentives.....	12	12	4.5	5
Work experience.....	200	200	119.0	160
Administration.....	10	10	15.0	17

[Republican poverty memo, Republican members Poverty Subcommittee, Thursday, July 21, 1966]

No. 34: "TAXPAYERS' MONEY SHOULDN'T BE USED TO TAKE SIDES IN POLITICS"

(By Hon. CHARLES E. GOODELL)

Those were the words of an irate citizen of Durham, North Carolina, after nine poverty staff members participated in partisan efforts to get Durham residents to Democratic precinct meetings. The Community Action Agency, Operation Breakthrough, used four of its vehicles to provide transportation to the Democratic precinct meeting.

Subsequently, OEO and officials of Operation Breakthrough admitted a mistake and supposedly barred future incidents of this nature. Three weeks later staff members of Operation Breakthrough, using private automobiles as well as vehicles leased by the North Carolina Fund, actively solicited votes and transported voters to the Democratic primary in Durham. The North Carolina Fund is financed by state and Foundation money, as well as Federal poverty grants.

Unfortunately, this is just another example in a long series of incidents involving partisan use of poverty money in communities across the country.

Other problems abound in the Durham poverty war in spite of a promising potential in some aspects of the program. In addition to partisan political involvements, Operation Breakthrough staff and vehicles were used to picket city officials and community and business leaders. In a housing dispute, poverty staff and vehicles were even used to picket the private residence of a Negro leader who was attempting to mediate the issue.

Investigation of the Durham poverty program reveals the following additional circumstances that have impaired the efficiency and disabled the potential of the program:

1. Top personnel have exploited their positions of authority in personal relationships with staff employees, creating serious morale and personnel problems.

2. Various departments of the Durham poverty program are poorly coordinated because of a lack of firm leadership and direction. Since the Executive Director has resigned effective July 25, 1966, it is urgent that responsibilities of supervisory staff be clearly defined and coordinated by the new director.

3. The accounts of the Durham poverty program are grossly delinquent and there has been a complete breakdown in communications between accounting and the programs themselves. This information has been verified by recent fiscal audit.

Detailed publication of personnel and administrative deficiencies at this time could only further impair Operation Breakthrough. Firm, forceful and independent action by

OEO and the local leadership of Operation Breakthrough is imperative if the deficiencies of the program in Durham are not to reach scandalous public proportions.

[Republican poverty memo, Republican members Poverty Subcommittee, Tuesday, July 26, 1966]

No. 35: POVERTY GRANTS FOR THE YET UNBORN
(By Hon. CHARLES E. GOODELL)

Recently, Washington poverty warriors announced a \$43,511 grant to a four-county Community Action program in Missouri. With their usual businesslike efficiency and thoroughness, OEO described the area to be served as follows: "Approximately 120,000 needy persons are found scattered in every town and along rural roads in an area 60 miles long and 40 miles wide."

Their poignant description raised a vision of a 60-mile swath of poverty cut through the beautiful Missouri terrain.

Then the area Congressman got interested. Adding up his own figures, he calculated that the four counties contained a maximum total population of only 105,000 persons. He was understandably perplexed as to where the 120,000 needy persons were to be found. The Congressman notified OEO that they were telling the world that everyone in the area was impoverished, plus several thousand yet unborn.

Hasty recalculations by OEO whittled the figure of needy persons down to 80,000 of the 105,000 population. In the face of continued disbelief by the Congressman and the citizens of the four counties, OEO finally agreed that there were probably only about 5,000 needy families in the area.

The \$43,511 grant was to the Daniel Boone Human Development Corporation for administering and staffing of a Community Action program in St. Charles, Lincoln, Warren and Montgomery Counties in Missouri.

Earlier this year, OEO admitted that its Washington profile of poverty for Danville, Indiana, not only exceeded the population there but failed to fit any Danville in the nation. It would appear that Mr. Shriver's computerized poverty machine in Washington continues to grind out distorted poverty statistics and a seemingly endless procession of fuddles. The fuddle factory, known in the alphabetic jargon of government as OEO, continues to live up to its name.

As if the Community Action grant was not enough, \$163,000 was recently announced to set up legal services for the poor in nine counties of Missouri. As the Congressman put it, "The local bar associations didn't even know this was going to be done. This isn't the way you get ahead." It turned out the application was submitted by a law professor who is a consultant to the Washington office of OEO.

After criticizing the high salaries "for jobs that are not clearly defined" and heavy overtones of politics in the poverty program, the Democratic Congressman representing this area, the Honorable WILLIAM L. HUNGATE, announced to the press that, although he favored the poverty war last year, he will vote against continuing the program this year.

[Republican poverty memo, Republican members Poverty Subcommittee, Thursday, Aug. 11, 1966]

No. 36: THE PRESIDENT'S CLUB AND POVERTY
(By Hon. ALBERT H. QUIE and Hon. CHARLES E. GOODELL)

A new and suspicious situation has come to our attention involving President's Club contributions and a million dollar contract in the poverty program.

Late in 1964, the Office of Economic Opportunity in Washington was seeking a qualified engineering firm to provide guidance in the selection of Job Corps sites and to furnish engineering services to Job Corps centers. Mr. E. Hunter Smith, Jr. (Chief of the Job Corps Installation and Logistics Division) by memorandum of December 22, 1964, specified five major requirements for such a firm, including an "immediate capability" and "a Washington, D.C., area operational office." Mr. Smith recommended to Mr. Milton Fogelman, OEO Contract Officer, four firms "known to be experienced in these types of services who have expressed interest" (Lublin-McGaughy and Associates, 1120 Connecticut Avenue, N.W.; Daniel, Mann, Johnson and Mendenhall, 1725 I Street; H. D. Nottingham and Associates, Arlington, Virginia; and Mills, Petticord and Mills, 3308 14th Street, N.W.).

Two weeks later, the contract was granted to Consolidated American Services, Incorporated (ConAm), a firm unmentioned and unrecommended in the Smith memorandum. It turned out that ConAm had a one-man office in Washington, D.C., and did not meet several important requirements outlined in the Smith memorandum.

The original contract was estimated at \$500,000 and is now being phased out by OEO after expenditure of \$1,350,000. The size and cost of the contract depended upon continuing task orders from OEO.

A subsequent audit reveals that "no evidence was found that other potential contractors were canvassed though several located in Washington, D.C., were known." It also found "matters which may not be in the Government's best interest."

The Senior Vice President of ConAm was W. C. Hobbs. According to the records of the Clerk of the House, W. C. Hobbs, listing addresses of ConAm offices in California and Washington, contributed \$1,000 to the President's Club on September 28, 1964; \$1,000 to the Democratic National Committee on May 4, 1965; and \$1,000 to the President's Club on March 11, 1966.

ConAm personnel informed our investigators that they had not done this type of work for the Government prior to the OEO contract. A new Management and Engineering Services Division of ConAm was established in November, 1964, two months before the OEO contract. I understand that with the expiration of the OEO contract, the Washington Management and Engineering Services Division of ConAm is now being discontinued.

The total cost of establishing and maintaining the Washington Office of ConAm was charged to the OEO contract. Auditors have made the following comment:

"In our opinion the selection of a Washington, D.C., firm could have resulted in significant monetary savings to OEO, particularly as regards employee travel costs, relocation expenses, furniture and lease ex-

penses, and other start-up costs. This appears to have been possible with little effect upon the immediate availability and know-how of technical manpower needed by OEO since ConAm found it necessary to recruit an almost entire staff."

W. C. Hobbs joined ConAm in March, 1964, and with the expiration of the poverty contract has now been separated from ConAm.

There are other discrepancies and problems in connection with the ConAm contract. The facts cited herein, however, require a full and immediate investigation:

How did Hobbs and ConAm get the inside track at OEO?

Why were four apparently qualified firms ignored and a fifth firm that failed to meet important specifications chosen?

What connection was there between the \$1,000 contributions to the President's Club and the apparent arbitrary selection of ConAm for this contract?

A simple denial of any relationship is not enough. The taxpayers and the Congress of the United States deserve a full, detailed explanation of this unusual selection procedure that gave a million-dollar poverty contract to a one-man Washington office whose Senior Vice President was coincidentally a continuing member of the President's Club.

[Republican poverty memo, Republican members Poverty Subcommittee, Monday, Sept. 26, 1966]

No. 37: CON AM: THE MILLION DOLLAR POVERTY FUDDLE

(By Congressman CHARLES E. GOODELL)

"The most frustrating experience of my business life," says Chief Con Am Engineer. "From the outset the Con Am situation was confused and at times completely ineffective. It was apparent OEO was not equipped to effectively guide a program of feasibility studies and rehabilitation of Job Corps Center Facilities."

These are the words of Mr. Dan Miller, the chief engineer hired especially by Con Am to supervise their million dollar poverty contract. On August 11th we revealed that OEO arbitrarily chose Con Am (Consolidated American Services, Inc.) to evaluate Job Corps sites, although Con Am did not meet OEO's own specifications and at least four qualified firms were available. Coincidentally, Mr. William C. Hobbs, operating a one-man Con Am office in Washington, has given \$3,000 to the President's Club and the Democratic National Committee. The contract, recently terminated, totalled \$1,350,000.

In June 1965 Con Am hired Mr. Dan Miller as their chief engineer on this poverty contract. Mr. Miller in a sworn affidavit continues as follows:

"It was apparent to me the selection of several sites were politically motivated (Kanawha Hotel, Charleston, West Virginia; Camp Rodman, Massachusetts; and Camp Atterbury, Indiana). Despite Con Am reports recommending abandonment of several sites, OEO disregarded these recommendations and proceeded with contract awards. William Hobbs on several occasions, indicated he had been instructed by OEO to pass favorably upon sites, which in the opinion of competent engineers, were not as suitable as alternate sites would have been.

"Con Am eventually built a staff of approximately 60 people. Mr. Hobbs, in the Spring of 1965, attempted to conceal the activities of certain personnel from me; however, I was generally aware these people were working on matters other than OEO business and their salaries and travel expenses were being vouchered for payment with OEO funds.

"In the Spring of 1965, Hobbs hired a retired military Colonel (name not recalled) who was assigned to matters not involving OEO. This man came to me after about two months and expressed concern that he was

signing OEO vouchers and receiving OEO checks. The Colonel feared a Congressional investigation would divulge this situation and his career and reputation would be jeopardized. This individual resigned because of this fear.

"I am convinced an audit of reimbursement costs on the Con Am contract would reveal a number of these irregularities."

Mr. Miller summed up the situation in these words: "In my professional opinion, Con Am was not equipped to perform this service satisfactorily and I feel subsequent developments confirmed this. The Con Am project was the most frustrating experience of my business life. I became very much interested in the theory and philosophy of the Job Corps Program and felt the program was being jeopardized by OEO bureaucracy and political favoritism."

Mr. Miller is a respected and distinguished engineer who was acclaimed by Con Am officials as a "well qualified man." After his brief frustration with government waste and boondoggle he returned to private employment at a high level of responsibility. I have requested GAO to make a full investigation of the Con Am contract.

[Republican poverty memo, Republican members Poverty Subcommittee, Tuesday, Sept. 27, 1966]

No. 38: OEO'S CONSULTANTS

(By Hon. ALBERT H. QUIE)

Previous revelations about personnel and salaries at the Office of Economic Opportunity indicates that OEO has produced more bureaucratic wealth than any comparable agency.

During the debate last year, you will recall a list of all OEO consultants was placed in the record. Recently, examination of OEO's consultant lists raises serious questions about personnel practices at that agency.

The Civil Service Commission advises that there are 112 vacancies at OEO in Grades GS 15-18. Coincidentally, as of July 1, 1966, there were approximately 200 consultants on the payroll and the majority were in the \$60-\$100-a-day bracket. A number of these "consultants" have played prominent roles as full-time top-level functionaries since the Administration's anti-poverty program was launched in October, 1964. Among these were Edgar Cahn, Special Assistant to the Director, and Lewis Eigen, an Associate Director of the Job Corps.

The answer to the obvious question "Why does OEO maintain full-time consultants rather than fill existing GS vacancies?" may be one or more of the following:

1. The consultant device is being used to pay at a higher level than permitted by Civil Service Standards;

2. Individuals are being hired at a consultant rate higher than their qualifications and credentials justify; or

3. Sargent Shriver cannot make up his mind what personnel to retain.

When one realizes that OEO has more personnel in supergrades than the Office of Education, which is budgeted for twice what OEO is, it is no small wonder that OEO tries to hide high-salaried people. The law and Civil Service regulations clearly provide that consultants may not be used when jobs call for full-time, continuing employment. Perhaps OEO officials can produce a technicality by which they evade the clear intent of the law, but the abuse is apparent and flagrant.

I have furnished the Civil Service Commission with a detailed list of OEO consultants and have asked for a full report on OEO consultant-hiring practices. I have also requested the General Accounting Office to investigate the matter. I place in the Record at this point the list of OEO consultants.

Two years have produced a series of mis-

management incidents in OEO. No Federal agency has had more management difficulties than OEO. No agency has had such hasty personnel turn-over than OEO. No agency has abused its privileges in the use of high-paid consultants as OEO. The excuse that the program is new can no longer be used. We can correct much that is wrong with the program by adoption of the Republican substitute entitled the Opportunity Crusade Act of 1966. But faulty management of OEO over two years can only point to the Director. The first order of business, to get this faltering agency on the road to victory is to replace its Director, Sargent Shriver.

Mr. GIBBONS. Mr. Chairman, at this point I yield 8 minutes to the gentleman from Illinois [Mr. PUCINSKI].

(Mr. PUCINSKI asked and was given permission to revise and extend his remarks.)

Mr. PUCINSKI. Mr. Chairman, the words of Moses Maimonides in the 12th century when he wrote about the eight steps in the duties of charity are apropos as we study the merits of this legislation. He said that the first and lowest degree of charity is to give with reluctance; "the gift of the hand—not the heart."

The highest—and I read here from Maimonides:

Lastly, the eighth and most meritorious of all is to anticipate charity, by preventing poverty; namely, to assist the reduced fellow man, either by a considerable gift, or loan of money, or by teaching him a trade, or by putting him in a way of business; so that he may earn an honest livelihood; and not be forced to the dreadful alternative of holding out his hand for charity.

When you reduce this whole legislation to its lowest common denominator, that is what we are talking about. This whole massive effort has been directed at one thing, getting people off of charity; getting people out of poverty; getting them into the stream of the Nation's economy.

This debate has quite properly brought out the mistakes that have been made—and mistakes have been made. It would be an insult to the intelligence of Congress to say that this massive program has worked perfectly all the way. Our colleagues on the minority side have performed a useful service in calling some of these mistakes to public attention. I might say that on our side, the chairman of this subcommittee and various other Members of Congress have moved swiftly to correct the mistakes as they became known to the public.

But let us not obfuscate the real issue. The real issue is that this program has been a massive effort for the first time in the annals of recorded history to do something about poverty. Man has talked about trying to eliminate poverty since the beginning of time, but it has been this Congress and the previous Congress, the Congress of the United States, that evolved a program of trying to do something about it.

The test here is: is it working? Yes; we could spend hours talking about its shortcomings, but let us also say something about its positive aspects.

The gentleman from New York [Mr. CAREY] and the gentleman from New York [Mr. REID] and I talked to the late Ray Hilliard shortly before he died. He

was the head of the welfare department in Cook County, which takes in Chicago. Ray Hilliard told us that since this program got started, he had been able to remove from the public relief rolls of Cook County 17,000 people. 17,000 people taken off of relief and given a new lease of dignity on life. Today they are gainfully employed.

I recently talked to one of those people and I said, "How does it feel?" It was a man we trained to be a chef. He and his family had been on relief for a long time. We trained him to be a chef. He is now earning \$110 a week. I talked to him and asked him, "How does it feel?" He said, "Mister, you do not know what it feels like to come home now and be greeted by my kids as a breadwinner instead of a reliefer."

Now, how do you put a dollar tag on that kind of constructive progress that we have made in that one family, and what effect will it have on his children and their children? The only way that you are going to break this tragic chain of poverty is to have these people taught a skill.

Ray Hilliard told us an even more startling fact. I found it almost incredible and impossible to believe. He insisted it was correct and Ray Hilliard was an honorable man. He told us at the time he talked to us when we were in Chicago holding this investigation, that at that time he did not have one able-bodied adult male, capable of working, on the relief rolls of Cook County. We all shook our heads in disbelief. We did not think it could be possible. He said, "We have all of these programs and these people are in training programs, and they will be hired as soon as we complete the training programs."

Now, this is meaningful progress.

I would like to see this Congress instruct the House Committee on Education and Labor to establish within its ranks a permanent oversight committee that would function year around to make sure that the legitimate complaints and the weaknesses of the program as they develop are called to the attention of a proper congressional legislative authority for action. Such a subcommittee now exists in our full committee and I believe the House should make it a permanent subcommittee of our full committee, so the Office of Economic Opportunity will know that an arm of the House is constantly looking over its shoulder.

Mr. Chairman, I would like to see this Legislative Oversight Committee see that the spirit of this act is being carried out, that letters like my colleague, the gentleman from New York, read a little while ago, will not happen again.

But, Mr. Chairman, the fact of the matter is that basically this program is working.

Mr. Chairman, in Chicago our Community Action workers have contacted more than 500,000 people who are either underemployed or who have been unemployed for some time; people who have migrated to Chicago and all the other large cities because they have been automated out of their jobs on the farms of America and in many of our Southern communities; people who are unable, un-

prepared for urban life, people who know nothing about urban life, and in many instances, tragically, people who are unemployable because they cannot read and have had absolutely no experience in factory work.

Mr. Chairman, these people have been contacted by our Community Action workers. These people have been channeled into meaningful training programs and they are being helped so that some day we will be able to take them off the public dole and they may contribute as taxpayers.

Mr. Chairman, this program has now overcome its initial growing pains. Certainly there were many mistakes made, and I would be the last to deny it, and I have pointed out those mistakes myself, as they were made, because, as I said earlier, this is the first massive effort that any nation in the history of the world has undertaken to get to the very roots of poverty.

Mr. Chairman, we in Chicago have an antiodorant program. You might say what has that got to do with poverty? It has a great deal to do with poverty. You cannot get people to develop a sense of dignity and pride and you cannot have families develop a sense of hope when rats are crawling through their homes and over their beds.

So, Mr. Chairman, the experience and the progress which we have made through a part of the community effort has been immeasurable.

Mr. Chairman, I say, to you and to the Members of the Committee of the Whole House on the State of the Union that as you examine the various parts of this program—and our committee has examined it—the majority staff has done a good job in calling attention to the many shortcomings of the program. I say to you, you will find much in this program that will make every Member of Congress proud and will make every citizen of this country proud who took on this great challenge to humanity.

Mr. Chairman, in the congressional district which it is my honor to represent in Illinois, my constituents are going to benefit from these programs. My constituents eventually will see their real estate taxes cut as people now on relief will be able to get jobs to get off the public dole and become taxpayers themselves.

The CHAIRMAN. The time of the gentleman from Illinois has expired.

Mr. GIBBONS. Mr. Chairman, I yield to the gentleman from Illinois 1 additional minute.

Mr. PUCINSKI. Mr. Chairman, if we take each and every family off relief and put them in the stream of the economy, my friends, then we shall realize what this means to the taxpayers of the United States.

Now, Mr. Chairman, we are now in our sixth year of the war on poverty. This is no accident. It did not just happen.

Mr. Chairman, every time we take a family off relief and put it into the stream of the Nation's economy we are helping the entire economic structure, because this family then becomes a consumer, creating jobs for their fellow

Americans, who produce the products the family needs.

And, Mr. Chairman, this is why I say, certainly, there have been mistakes.

But, Mr. Chairman, I urge this Congress to stay with this program and this Committee—and I congratulate the gentleman from Florida [Mr. GIBBONS] for the magnificent work he and his committee have done in bringing before us a meaningful program, one that we can rally behind.

Mr. Chairman, I hope that as we go along, new programs will be undertaken, and that other suggestions will be made as to how best to carry out this program.

Mr. Chairman, I hope this Oversight Committee is established, so that when the bill comes before us again in 1968, we can incorporate its recommendations.

Mr. QUIE. Mr. Chairman, I yield 1 minute to the gentleman from Ohio [Mr. AYRES].

Mr. AYRES. Mr. Chairman, I would just like to ask the gentleman from Florida [Mr. GIBBONS] whether or not he agrees with the gentleman from Illinois [Mr. PUCINSKI] that a special oversight committee should be set up in the Committee on Education and Labor?

Mr. GIBBONS. I understand we have one and it is sitting right here right now.

Mr. AYRES. My reason for asking the question was I wondered if this would be applicable under the new rules that you adopted?

Mr. PUCINSKI. Mr. Chairman, will the gentleman yield?

Mr. AYRES. I would like the gentleman from Florida to answer because he has been the instigator of a lot of this.

Mr. GIBBONS. As you know, under the new rules that we voted for 27 to 1 the other day, the committee can adopt whatever subcommittees they wish to have. If the committee when it meets the next time wishes to have an oversight committee of this sort, then the committee can adopt a rule establishing that oversight committee and naming the Members to it and carry out the functions that have been outlined here. That is within our prerogatives under the new rules.

Mr. PUCINSKI. Mr. Chairman, will the gentleman yield?

Mr. AYRES. Mr. Chairman, I think that they have answered my question satisfactorily.

Mr. GIBBONS. Mr. Chairman, I yield 1 minute to the gentleman from Illinois [Mr. PUCINSKI].

Mr. PUCINSKI. Mr. Chairman, I merely want to point out that this subcommittee has done an excellent job. They are all experts on this program. I certainly would have no objection and as a matter of fact I would recommend that this committee continue its functions because they have done a good job and they today are probably more expert on this antipoverty legislation than any Member in this Congress.

Mr. GIBBONS. Mr. Chairman, I yield myself 1 minute to inquire as to the status of the time and ask the desires of my distinguished friend from Minnesota [Mr. QUIE] as to the remainder of the debate.

The CHAIRMAN. The gentleman from Minnesota [Mr. QUIE] has 3 minutes remaining, and the gentleman from Florida [Mr. GIBBONS] has 15 minutes remaining.

Mr. GIBBONS. Mr. Chairman, I am prepared to make a very short, dispassionate closing statement just to explain what we are going to do tomorrow as far as the procedure is concerned unless the gentleman from Minnesota wants to use the remainder of his 3 minutes.

Mr. QUIE. Mr. Chairman, I will hang on to my 3 minutes in this case.

Mr. GIBBONS. Mr. Chairman, I yield myself 4 minutes right now to make this statement.

Mr. Chairman, in this evening's Washington Star, there is a headline "GOP Hits Poverty Bill, Shriver's Ouster Is Urged."

Of course, most of us knew that this probably was going to be the headline, but press releases usually go out a little ahead of the speeches.

I have here a brief speech that was prepared, not by me, but by some of the people who are assisting me in rebutting the points that are raised. I will not take the whole time of the House to read about the number of additional people who are on the staff down there and rebut the rest of the arguments that have been made about the GS levels. If the Members are seriously interested in this, they can read it in the RECORD tomorrow.

Mr. Chairman, I ask unanimous consent that I may revise and extend my remarks at this point in the RECORD.

The CHAIRMAN. Without objection, it is so ordered.

There was no objection.

Mr. QUIE. Mr. Chairman, will the gentleman yield?

Mr. GIBBONS. I yield to the gentleman.

Mr. QUIE. If that statement has any reference to me on anything I have said, I would appreciate if you would read it in the RECORD now.

Mr. GIBBONS. Mr. Chairman, I will read the statement.

Mr. Chairman, during the debate on the pending bill earlier in the day, the gentleman from Minnesota [Mr. QUIE] and the gentleman from New York [Mr. GOODELL] charged that the Office of Economic Opportunity was, in effect, abusing Civil Service personnel procedures by employing over 200 highly paid consultants, when there are, according to the gentlemen, vacancies for 112 employees of GS-15 and supergrade level.

Mr. Chairman, on the surface this charge appears damaging to OEO. But in fact, like other charges that have been periodically made by the gentlemen against OEO, it turns out that the gentlemen do not have a leg to stand on.

Mr. Chairman, the facts are as follows: There are, it is technically true, 112 OEO vacancies at the GS-15 and supergrade levels, as of September 1. Of 12 GS-18 slots, 11 are filled; of 16 GS-17 slots, 15 are filled; of 20 GS-16 slots, 12 are filled; and of 219 GS-15 slots, 117 are filled. There are also, it is true, 211 consultants presently on the OEO payroll. However, of those 211 consultants, only 47 are em-

ployed on a full-time basis—the 164 others are only intermittent consultants, who may serve for 1 day or 2 days or a month, or once a week. One of the full-time consultants and three of the intermittent consultants serve without compensation. The full-time consultants are paid an average of \$60 per day, or about equivalent to a GS-14; the intermittent consultants get paid an average of \$70 per day, or about equivalent to a GS-15—GS-14, step 1 earns \$58.08 a day, GS-15 step 1 earns \$67.52 a day.

But just as significant, Mr. Chairman, is the fact that, while 102 so-called vacancies technically do exist at the GS-15 level, actually most of these slots are filled with highly competent GS-13's and GS-14's, people who show exceptional promise of being able to eventually win promotion to the GS-15 level. Thus, in practice, OEO is not only fully in accord with civil service procedures, but is actually setting a fine example of economy and personnel administration.

Further, Mr. Chairman, it should be emphasized that while, under the President's fiscal 1967 budget, OEO's authorized average grade level is GS-9.5, in actuality, as one of the present, the average OEO grade level is only 8.93—an amazingly low figure, and one that is well below the average for the Federal Government as a whole.

So endeth my speech. I do not think I maligned the gentleman too much in that. I did not intend to if I did.

I will be glad to yield the floor if the gentleman from Minnesota would like to use the remainder of the time. I will not say anything about him on the remainder of my time, so you do not need to worry.

Mr. QUIE. Mr. Chairman, I yield myself 1 minute.

I agree that the gentleman from Florida did not say anything about me. This speech was written by someone else, evidently down in OEO. But I might point out just one name that I mentioned in my comments earlier: Edgar Kahn, who was paid at the rate of \$70 a day, which would be in excess of \$14,000. It is true that the permanent employees were at somewhat lower figures, for the most part, but some were higher—\$100 a day, \$85 a day, and so forth, which were substantially more than \$14 a day. But the question arises mainly about the OEO consultants who are on a permanent basis rather than an intermittent basis, people like Mr. Kahn who is for 2 full years and who is not placed in a permanent status.

My understanding of civil service regulations is that they are only supposed to work 130 days in 1 year, and they would then either go on a permanent status or they would not work any more in that year. That is my big gripe—not with the intermittent employees, but with the permanent employees.

I yield 1 minute to the gentleman from New York.

Mr. GOODELL. Mr. Chairman, I could not follow precisely the figures that were indicated by the gentleman from Florida [Mr. GIBBONS] as to the utilization of budgeted GS levels, but it would appear that most of the utilization in

OEO puts them above those in the Office of Education.

The major point made by me today was that the Office of Education runs \$3.5 billion worth of programs, and yet OEO is budgeted at the higher GS levels for up to twice as many people while spending \$1.5 billion.

In addition, they have taken on this large number of consultants.

I think the points that were made today by the gentleman from Minnesota [Mr. QUIE], and by me have not been contradicted. We indicated these were the budgeted figures. If OEO is not utilizing the full budgeted allocation for high-salaried individuals, I would say it would indicate they could cut down on their allocation for salaries.

Mr. GIBBONS. Mr. Chairman, I have reserved for myself some time in order to close. I do not intend to yield any more time, because I understand, under the rule, I have the right to close. I do not intend to use any more time until majority Members have used the balance of their time.

The CHAIRMAN. The gentleman from Minnesota has 1 minute remaining.

Mr. QUIE. Mr. Chairman, with the understanding the gentleman from Florida is going to close the debate, I will be glad to use up my 1 minute. So the gentleman will not think I will come back at him, and I do not believe he will think that, I will not say anything in this time that will require some debate—and if it did, I know the gentleman would yield, so I will be glad to yield back the 30 seconds of my time.

The CHAIRMAN. The gentleman from Florida [Mr. GIBBONS] is recognized in order to close the debate.

(Mr. GIBBONS asked and was given permission to revise and extend his remarks.)

Mr. GIBBONS. Mr. Chairman, we have come to the close of I do not know how many quorum calls and I do not know how many hours of debate. We started off with 8 hours of debate, and, of course, we both yielded back some time yesterday.

I had reserved this time to answer all the damages that had been done to us during the general debate, but it is not worth using that time, because obviously we have not been done any great damage in this debate.

I will take the few minutes of remaining time and say what I believe the orderly procedure should be tomorrow.

When we rise here and when we go next into the reading of the bill, we intend to read the first four lines of the bill. At that time the gentleman from Minnesota [Mr. QUIE] will offer an amendment in the nature of a substitute.

We are doing this so that the substitute can be printed in the RECORD and be available for Members of the House as a whole, so they will not have to run all over the Congress looking for copies of the substitute. It will all be in the RECORD for them tomorrow. We want to do that so we will be perfectly fair with our opponents about this matter.

Mr. GOODELL. Mr. Chairman, will the gentleman yield at that point?

Mr. GIBBONS. I will be glad to yield to the gentleman from New York at this point.

Mr. GOODELL. Mr. Chairman, I believe there will be copies of Mr. QUIE's bill at the desks if we want to look at it in bill form.

Mr. GIBBONS. That is perfectly all right. I was doing this not to run up the Government Printing Office bill, but because Mr. QUIE wanted to have it immediately available for all Members.

Second. I hope we can move expeditiously through this 5-minute debate tomorrow under the 5-minute rule, and that we can hold quorum calls to zero. We will certainly do our part on our side of the aisle. We hope we can have a dignified and distinguished debate tomorrow and proceed to a vote as early as possible on the merits of all the amendments.

I might state that as far as our side is concerned, we have perhaps a couple of amendments. We are certainly open-minded about anybody else's amendments. If they will submit them to us in advance, we will try to make an advance judgment on them, so if there is an area of agreement, we can agree, and if there is disagreement, we will all know about it ahead of time.

I have been trying to get copies of the amendments from Mr. GOODELL and Mr. QUIE, that is these other 114 amendments, and we still have not gotten them, but we will be generous with the other side tomorrow and try to unravel them as the 114 amendments are presented.

Mr. QUIE. Mr. Chairman, will the gentleman yield?

Mr. GIBBONS. I yield to the gentleman from Minnesota.

Mr. QUIE. Mr. Chairman, I have not counted the amendments myself, so I do not know where the 114-figure came from. But the amendments that Mr. GOODELL and I have are included in the "Opportunity Crusade" substitute. There may be additional amendments that other Members have, and I cannot speak for them, but for the two of us, these are our amendments. So if the Members will read the "Opportunity Crusade" substitute which has been available since last January, these are our amendments that we will offer.

Mr. GIBBONS. Mr. Chairman, does Mr. GOODELL have anything he wishes to say at this point?

Mr. GOODELL. No.

Mr. GIBBONS. Mr. Chairman, if any other Members have any amendments to offer, we on the Democratic side will try to evaluate them and be as open as possible toward them.

This is a tough piece of legislation. It is 41 pages long. It makes massive changes in this year's Economic Opportunity Act as it has been carried on up to this point. I believe these changes really are constructive.

With that comment, Mr. Chairman, I yield back the balance of the time we may have.

Mr. MOELLER. Mr. Chairman, the war on poverty has my support. I say this because I have watched the program develop and grow in the counties and towns of southeastern Ohio where Ap-

palachia meets the rural Midwest, and where the need for economic opportunity is great indeed. I have tried to play a role in getting antipoverty programs underway in the 10th District, and I have been truly heartened at the progress that is being made.

Many difficulties faced the war on poverty in the 10th District. Pockets of economic and educational need were scattered over a large area. There often was little if any history of cooperation between the different towns and counties on the problems of the poor. Local resources were often lacking. Experienced and expert personnel were few and far between. And there was opposition from ill-informed and misguided individuals and groups. But the program was launched, and, despite stubborn obstacles, has won widespread local support and a growing degree of success.

Practically all the programs authorized by the Economic Opportunity Act are operating in the 10th District, Mr. Chairman. There are several bicounty and multicounty CAP agencies, which have fostered an unprecedented degree of intercounty cooperation on social and economic problems. There are many neighborhood youth corps projects and Headstart projects, all of which have been of tremendous benefit to the poor teenagers and young children who have participated. The institute for regional development at Ohio University in Athens has become a model center for regional planning, technical assistance, and program development, and has received several grants from OEO. Vesuvius Job Corps Center in Lawrence County has quietly become an outstanding example of a successful Job Corps conservation center, and is also a place where VISTA volunteers are effectively working to overcome the ravages of poverty. Lawrence County is the site of a large work-experience program which stresses useful work on highway beautification projects. And several rural antipoverty loans have been made to 10th District residents.

So, Mr. Chairman, I am convinced that the war on poverty is working and that it must be extended and expanded. The demand for new programs, and for refunding existing programs, continues to grow all across the State of Ohio, and I strongly believe that we must meet that demand to the greatest extent possible. Sargent Shriver has called the war on poverty a "hand up" program rather than a "hand out" program—I think that is a very good way of putting it, and I think it is time for this Body to give the war on poverty a hand. Mr. Chairman, I support the pending bill.

Mr. ADDABBO. Mr. Chairman, I rise in support of H.R. 15111.

In this day and age, with much talk of economy, it might be more politically advantageous in certain areas of my district to speak against this bill, but I believe there has been much good done by the various programs under this legislation. As a member of the Committee on Appropriations, we have cut wherever and whenever feasible and will continue to do so in the interest of economy and proper spending.

It would be foolish for me to state that

there has been no wrong or misdirection in some instances, but I believe this was the exception and not the rule.

We all know that rarely do the news media publish that which is good, but more often than not they publish the sensational and the bad.

This legislation before us seeks to coordinate and bring together under one roof many varied programs which have been spread through various agencies, thus avoiding duplication and waste. By this legislation and amendments thereto, the loopholes of waste and poor programming are expected to be closed.

To give some idea of the good, let us just examine a few examples—

Under the Job Corps, manpower training and education, persons who are without a trade are being taught a trade in industry where there is a shortage of employees. These same persons are now being given the opportunity to become taxpayers instead of being a drain on our tax dollars—without this training they might be on welfare rolls for years or jailed.

The people are being taught to help themselves so that they may help others. We might say our forefathers did it on their own, they were not given this help—yes, this is true, but it also is true that the opportunities were greater in a non-skilled economy of yesterday than today in a world of mechanization. Also, should we not try every means to cure ill rather than to let it just fester and hope it will cure itself? I believe the old adage of yesterday a "stitch in time saves nine" applies today as it did in yesteryear.

A recent report by Hon. Harold W. Tucker, Chief Librarian, Queens Borough Public Library, clearly points out the good achieved under this program—good achieved for all people of every race, color, and age. The following are just a few quotes from parents as to the program:

Evyan looks forward to visiting the library and is very proud to talk about it. She has begun to tell stories of her own and sings the new songs she learns.

The children are Korean, as you know, and I thank you for giving them the opportunity to verbalize.

I brought my boy to some programs while my wife was expecting a baby. I am spending more time with him now and answer questions asked by him.

I think if my six-year-old had had the program, maybe he would be like my three-year-old, who wants stories read to him at home and has developed the ability to sit quietly.

Recently I received letters from a nun of the Teaching Order of Ursuline Sisters who is a friend of the family, telling me of her work under the poverty programs. Sister Margaret Mary wrote me and I quote a part of her letter dated July 24, 1966:

We are 4 Sisters working on a Headstart project * * * The children are 4 and 5 years old, about 80% of them * * * some have no fathers, one has a father in a V.A. Hospital * * * with no hope of release * * * It is nice to see that the families that need the program are really getting it * * * Some children did not know what grapes were * * * some had never seen rice * * * One little fellow we noticed picked up all the leftover fruit from

lunch. The social worker found that he took this home where the rest of the family of ten had only this for food while awaiting their welfare check * * * no father * * * These families are all white except for one Puerto Rican family * * * I guess I never realized this would be so on Long Island.

Continued quotes from Sister Margaret Mary and her letter dated August 1, 1966:

This must be the fifth week of the program, and it is amazing to see the progress * * * When they started, many were scared and uncertain * * * very rarely were sentences used * * * only one or two words at the most * * * Now they know the names of all the objects in the room and now use sentences * * * they can organize little games and play better with each other and share toys. * * * There are Lutherans, Baptists, Methodists, Catholics, and Jewish children mixed in this group—no prayers are said. Another feature of the program is meetings with parents which meetings include the Director, Social Worker, and Nurse, where all problems are discussed and solutions sought.

Mr. Chairman, what price tag do we put on saving one mind—one person—this program is saving many a body, mind, person, and community.

Mr. GILBERT. Mr. Chairman, I support H.R. 15111, the Economic Opportunity Amendments of 1966. These amendments expand the program where needed, correct inequities in the present program, and will substantially improve the programs of the war on poverty. The proposed changes represent extensive study and research, and take advantage of the experience gained over the past year and a half the antipoverty program has been in operation. I do feel, however, that \$1.7 billion is insufficient. Yes, the war on poverty is a costly program; but let us remember that even more costly are the social ills of poverty—unemployment, slum housing, poor health, crime, and juvenile delinquency. There have been disappointments and inadequacies in our massive war against poverty, but we must revitalize the program and continue the job we have begun.

I am particularly concerned that the community action programs not be cut; rather, they should be expanded. These programs are proving their usefulness and we must not lose the valuable ground we have already gained with their operation.

New York City, with its many complex problems, should be given a proportionately larger share of funds for these programs.

I am pleased the bill provides for stronger expanded Headstart efforts. This has been one of the most successful of the antipoverty programs. The cycle of poverty can be broken first by dealing with young children. This summer over 560,000 deprived preschool children in the United States were given educational, social, cultural, nutritional, and medical attention to properly prepare them for kindergarten and first grade. In addition, a year-round program for 3- and 4-year-olds has benefited over 200,000 youngsters, and a winter Headstart enrollment of 193,000 is anticipated. With the expanded Headstart efforts provided in this bill, the

program will be able to flourish for the next fiscal year.

Mr. Chairman, I support the provision for \$88 million for special job training in the public service professions. This proposal is designed to reach the hard-core unemployed and to provide them with subprofessional jobs in the public services, such as in health and hospital areas, in schools, municipal offices, and libraries. If adopted, this proposal will not only provide work for chronically unemployed individuals, but it could be a catalyst to alleviate some of the shortages in health personnel which now exist and which are likely to increase with the medicare program. It is a promising way to begin to meet this problem.

The \$22 million authorized in the bill to continue a program of legal services to the needy has my wholehearted support. Our antipoverty drive for new opportunities in employment, better health, and education, will fall short of our goals unless a program of legal assistance can be extended to the very poor. The poor and uneducated are the most intimidated. They live in a maze of consumer, credit laws, public assistance and housing requirements, and immigration laws. The Office of Economic Opportunity legal services program directs its attention and the community's resources to the needs of those afflicted and disadvantaged by poverty. The American Bar Association, leaders of local bar groups and various legal aid agencies are cooperating with the Office of Economic Opportunity in the program.

H.R. 15111 sets aside \$12.5 million for programs of prevention and treatment of narcotic addiction. It is a proven fact that dope addiction is a symptom of poverty. New York will benefit more than any other area from these funds, although it is a limited amount. I support any effort on the part of the Federal Government to combat the plague of narcotic addiction.

Mr. Chairman, I cannot take the time to comment on all of the proposed amendments, but I would like to say that I favor the expansion of the job training programs, such as the Neighborhood Youth Corps, the proposed coordination of the work experience program with the manpower program. The Job Corps has been successful in providing school dropouts an opportunity to learn skills and face the world with new hope. The Neighborhood Youth Corps has given thousands of the young unemployed an opportunity to earn money, to find work, to break away from the hopelessness of poverty and become respectable citizens instead of tax burdens.

In my city of New York, the war on poverty is increasing in volume, expanding, and bringing more neighborhood groups into operation. In my area, south Bronx, we have three community progress centers in operation. I resist any effort to reduce or eliminate funds for the many important and sorely needed activities of our community action programs. We are not waging a struggle to support our poor—the program is not one of charity—but an all-out effort

to allow the poverty stricken to develop and to use their capabilities, to climb the ladder of independence, to give them economic opportunities.

Mr. HOLLAND. Mr. Chairman, I have listened with great interest to the discussion thus far of H.R. 15111, the Economic Opportunity Act Amendments of 1966. Let me say at the outset that I agree with some of the observations that have been advanced on this floor to the effect that administration of this tremendous effort to eliminate poverty from our national life could be improved. If the Office of Economic Opportunity had not made some administrative mistakes in the 2 years since it was first established; if as broad and as new and as complex a program as this had been carried out without any blunders, without any waste, without any mistakes in judgment—I would be deeply impressed, indeed. In fact, I would be a little frightened of how ordinary mortals could cope with the supermen who were in charge of this undertaking.

Some mistakes are bound to creep into any new program in its first 2 years. In fact, mistakes of substantial proportions are often found in far more permanent programs with far less complicated goals, even after generations of operation. Administrators, whether career civil servants or political appointees, do share our humanity with us, and like all of us, like even the most vigorous critics of the OEO, they are fallible.

The question that concerns me is not whether or not there have been mistakes. It is, rather, "Has there, or has there not, been an effort made to get on with the job?" It is a source of deep pride to me, as a member of the Education and Labor Committee, where this program had its birth, and as a member of the Democratic Party, which is responsible for this program's conception, that the effort is being made.

There is an old and pervading argument against trying to do anything for the poor. This argument contends, first, that the poor are poor because it is good for their character, and secondly, that it is useful to have the poor around in order to hold down wage costs. I find the second argument is seldom stated aloud, though we hear the first on every side. I note, however, that it is usually the successful, those who have either never known poverty or have risen from it, who feel that efforts to help the remaining poor are bad for their moral fiber. I have seldom heard the very successful suggest that they need their own moral fiber improved by having some of their affluence removed. Their concern is usually directed toward those who, by remaining poor, have, it is implied, retained that strength of character which, the affluent insist, affluence removes. To my colleagues in this House—none of whom may be said to be in real poverty—I offer a bit of reassurance. I do not really think their presently comfortable circumstances has hurt their character. And I really do believe that the Nation can make the daring experiment of trying to help the poverty stricken share some of that affluence, some of

that material well-being, which we think of as characterizing this richest Nation in the world's history.

If, Mr. Chairman, we shrink back from this effort because we think there may be further administrative foul-ups, then, by the same token, we should simply dissolve the Government of the United States, and our State and local governments and creep home to pull the blankets up over our heads and stop living altogether. Our fallibility begins with our birth. Our life histories are histories of attempts, sometimes successful, sometimes not, to reach up and out—from where we are—to something better and higher and bigger and beyond us. And the greatest failures are not those who try and fail, but those who fail to try altogether.

It is in this spirit that I commend the President, the Director of the Office of Economic Opportunity, and the many dedicated people who are associated with him in an effort to eliminate poverty from our life.

The job can be done, Mr. Chairman. A century ago, Mr. Chairman, wise and good men assumed it would be impossible to eliminate slavery from our country, and impossible for the country to survive the effort to do it. Slavery, we were told, was divinely ordained as a punishment for sin, and the slaves were really better off than they would be fending for themselves. But we abolished it, and today we wonder how it was ever tolerated.

Sixty years ago, I dare say, wise and good and learned men would have asserted that it was impossible to eliminate any of the great killing diseases. But, by the generosity of the American people, with the substantial contribution of Federal and State public health and medical research bodies, we have eliminated many of them, and are on our way to eliminating others.

Twenty years ago, when the thunders of Hiroshima and Nagasaki were still echoing in our ears, wise and prudent men thought it was impossible for the human race to exist much longer—that the nuclear genie would soon turn on us all. He may. But here we still are, 20 years later. And we have not wiped ourselves out. And we have learned better than any preceding generation of humanity ever knew what it is like to live in the suburbs of Armageddon. We have not eliminated war or the threat of war. But we are trying. And in trying, rather than in passively accepting what we once thought inevitable, we are truly earning the blessings of our children, and of our Father.

So it is with the war on poverty, Mr. Chairman. We can nit-pick until the snow falls, and we will never be done with the catalog of administrative shortcomings. We can come to the conclusion that this program will upset old relationships, disturb old complacencies, and that rapid and successful completion of the effort is far from assured. And, on that basis, we can avert our eyes and try to shed our responsibilities. Or, Mr. Chairman, we can face squarely the difficulties, the trials and tribulations that lie before us. We can take responsibility for the failures that are mathematically certain

to happen, and we can courageously take action to go on with the struggle anyway.

Victory over poverty is not assured, Mr. Chairman. But the need for that victory—and the need to struggle against poverty—is as certain as the rising of tomorrow's sun. If we are to rid this Nation of the shame and scandal of incredible want in the midst of unbelievable wealth—if we are to be true to our own stated aspirations and ideals—we can do no less.

Mr. SICKLES. Mr. Chairman, on January 15, 1965, a group of 30 young men arrived at the Catoctin Job Corps Conservation Center near Thurmont in western Maryland.

They were the first Job Corps volunteers in the Nation, which now number about 28,750 young men and women: Catoctin was the first of 106 Job Corps centers to open.

A recent check of that first group of 30, showed that 16 completed their training and went to work, entered the Armed Forces, or returned to school, and 9 still were in the program. Five had left before completing their training.

A look at the center now shows the great amount of work the young men have performed to make the center a showplace for the many visitors who come there each week. An examination of Catoctin Mountain Park also shows the great amount of work the young men have performed to improve facilities for the public.

We have heard a lot of loose talk about the feelings of neighboring communities toward Job Corps centers. There is no question about the feelings of nearby Thurmont. Mayor Roy W. Lookingbill recently wrote to Sargent Shriver, stating in part:

Sentiments here when the center was announced were very anti-Job Corps. Probably this was due to the fear of the unknown . . . After sixteen months' operation at Catoctin we can truly say that Job Corps has been an asset to our small community.

I feel that Catoctin is typical of Job Corps centers around the Nation, and what happened at Catoctin and Thurmont is happening at most of the other 105 centers.

Given the chance, Job Corps is doing the job which had been set for it. Job Corps is providing the basic education and work skill training needed by the thousands of unemployed school dropouts in the Nation. Not all of the young people who come into the program are taking advantage of the opportunity—but no one expected perfection. However, enough young men and women are benefiting from the program to make it very worthwhile.

Many Job Corps centers are graduating young men and women on a regular basis now that they have been operating a year or more. Job Corps is issuing figures of certified placements and these show that of nearly 10,800 graduates, nearly 4,300 young people have been placed; the actual number of placements is much higher with certification lagging substantially behind employment.

Sixty-four percent of those placed have found meaningful employment at an average wage of \$1.68 an hour. Their

performance on the job has been very good, according to word from the companies which are hiring them.

Twenty-five percent of them have been accepted by the Armed Forces. You must remember that before coming to Job Corps, more than 40 percent of those eligible for the service were unable to qualify.

The remaining 11 percent have gone back to school, with more than 30 of them going on to college. It is interesting to note that many of them, who had the ability and needed only the motivation, are going to college through the Upward Bound program, another OEO antipov-erty program.

You might say that this result is not an outstanding success. But you must remember it is only the beginning. Most centers are now just completing their first year and beginning to have graduates.

In the coming months, the results will show clearly that the decision to invest in the future of young people was a sound one. Spending between \$5,800 and \$7,700 a year on each of these young people is an investment which they will repay as wage earners and taxpayers—and the investment will reduce greatly the money needed for welfare payments.

The Parks Job Corps Center near Pleasanton, Calif., has established an enviable record in its first 15 months of operation.

The center has graduated more than 800 young men of which it has verified placement reports on 635—464 have gone into employment, 142 into the Armed Forces and 29 to continued and advanced education.

The young men are being given training for entry level jobs in electronics, food preparation and service, automotive repair, business machine operation and repair, landscaping and nursery work, building maintenance, and other occupations in which there is a present demand for workers, a demand which is expected to continue into the future.

The Parks center has done its job well in education and training. And they also have done well in finding avocational pursuits for the young men.

The young men of Parks have demonstrated surprisingly high ability in art work. They have set up a small farm for young men with an interest in this area, and residents of surrounding communities have donated animals to the farm. It may be the only farm in the country which boasts of regular domestic animals along with a llama.

Litton Industries, which operates the center, has shown the way in a number of innovations at Parks.

It has set up an accelerated night class program for young men who want to get their high school equivalency certificates and the response has been excellent.

It has concentrated heavily on counseling, with the result that the young men have been assisted in their personal and group problems.

The Parks center staff has created a graduate dormitory. This is for young men who are nearing the completion of their training. They are instructed in how to act when seeking employment,

how to dress, how to fill out employment applications and the many things they need to know on entering the job market and becoming members of the community.

The Litton operations at Parks, under the able direction of Dr. Steve Uslan, is being reflected throughout the large company. A number of Litton affiliates are hiring young men and women who are completing training, not just at Parks but at other centers.

The company recently established a foundation, which has funded work-study scholarships for the young people of Job Corps. Several weeks ago Litton announced the 29 winners of these scholarships, who will be going back to school with Litton paying the tuition, fees, and the cost of books and the young people having the opportunity to earn their living expenses.

It is heartening to see a Job Corps center operating so well as Parks; it is equally heartening to see a major business firm like Litton Industries taking such a major role in the war on poverty. The Camp Parks contribution to victory in the war on poverty is increasingly felt, and it is our clear duty to see that such progress continues.

The CHAIRMAN. There being no further requests for time, the Clerk will read.

The Clerk read as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Economic Opportunity Amendments of 1966".

SUBSTITUTE AMENDMENT OFFERED BY
MR. QUIE

Mr. QUIE. Mr. Chairman, I offer an amendment in the nature of a substitute.

The CLERK. Amendment offered by Mr. QUIE. Strike out all after the enacting clause and insert the following:

That this Act may be cited as the "Opportunity Crusade Act of 1966".

Findings and declaration of purpose

SEC. 2. It is the finding of Congress that, in spite of the impressive historical record of this Nation in offering unrivaled opportunities for advancement to our citizens, much remains to be done. Artificial barriers and indigenous backgrounds too often inhibit the full development of individual potential. It is not enough, however, simply to launch a program with compelling and persuasive objectives. A realistic program to help restore dignity and hope to those who are unable to sustain themselves in modern society is our urgent imperative. A program which merely raises expectations and administrative salaries without meaningful results fails to meet the dynamic requirements of our society. Those citizens who are to be served by government programs must have a significant role in helping themselves. Expenditures by government to do things to beneficiaries, rather than in partnership with beneficiaries, is a miscarriage of the true congressional purpose of dignifying human lives.

It is therefore the policy of the United States to provide these individuals at low levels of income and education with the power and hope necessary to raise themselves above the levels of poverty.

To accomplish this objective it is the intent of Congress that the needs of the very young be given first priority. Sensible and diverse programs emphasizing education,

health, strengthening of the family and productive jobs must have maximum local and individual participation. Community action, involving the poor at policymaking levels with officials and citizens of talent and experience, is the indispensable ingredient of success. Permanent, productive jobs, with personal dignity and independence must be provided primarily by private enterprise. It is the role of government to stimulate, educate and provide incentives. All levels of government must participate in a meaningful way. It is the intent of Congress that this Act shall launch an opportunity crusade for the isolated Americans imprisoned by poverty.

TITLE I—JOB CORPS

Part A—General

Statement of Purpose

SEC. 101. The purpose of this title is to provide residential centers to assist young men and women who are unable to cope with their present family or community environments to prepare for the responsibilities of citizenship, to increase their skills for employment, to enhance their ability to respond to programs of education, training, and work experience, and to prepare themselves for jobs in a free enterprise economy.

Job Corps

SEC. 102. In order to carry out the purposes of this title there is hereby established a Job Corps in the Department of Labor to be administered, in coordination with programs carried out under the Manpower Development and Training Act of 1962, by the Secretary of Labor (hereinafter in this title referred to as the "Secretary").

Composition of the Job Corps

SEC. 103. (a) The Job Corps shall be composed of young men and women who—

(1) have, at the time of enrollment, attained age sixteen but not attained age twenty-two,

(2) are permanent residents of the United States or are natives and citizens of Cuba who arrived in the United States from Cuba as nonimmigrants or as parolees under section 214(a) or 212(d) (5), respectively, of the Immigration and Nationality Act,

(3) meet such other standards of enrollment as may be prescribed by the Secretary, and

(4) have agreed to comply with rules and regulations prescribed by the Secretary.

(b) No person may be an enrollee in the Job Corps for more than two years, except as the Secretary may determine in special cases.

Allowance and Maintenance

SEC. 104. (a) Enrollees may be provided with such living, travel, and leave allowances, and such quarters, subsistence, transportation, equipment, clothing, recreational services, medical, dental, hospital, and other health services, and other expenses as the Secretary may deem necessary or appropriate for their needs. Transportation and travel allowances may also be provided, in such circumstances as the Secretary may determine, for applicants for enrollment to or from places of enrollment, and for former enrollees from places of termination to their homes.

(b) Upon termination of his or her enrollment in the Corps, each enrollee shall be entitled to receive a readjustment allowance at a rate not to exceed \$50 for each month of satisfactory participation therein as determined by the Secretary: *Provided, however, That under such circumstances as the Secretary may determine a portion of the readjustment allowance of an enrollee not exceeding \$25 for each month of satisfactory service may be paid during the period of service of the enrollee directly to a member of his or her family and any sum so paid shall be supplemented by the payment of an equal amount by the Secretary. In the event of the enrollee's death during the pe-*

riod of his or her service, the amount of any unpaid readjustment allowance shall be paid in accordance with the provisions of section 1 of the Act of August 3, 1950 (5 U.S.C. 61f).

Application of provisions of Federal law

SEC. 105. (a) Except as otherwise specifically provided in this part, an enrollee shall be deemed not to be a Federal employee and shall not be subject to the provisions of laws relating to Federal employment, including those relating to hours of work, rates of compensation, leave, unemployment compensation, and Federal employee benefits.

(b) Enrollees shall be deemed to be employees of the United States for the purposes of the Internal Revenue Code of 1954 (26 U.S.C. 1 et seq.), and of title II of the Social Security Act (42 U.S.C. 401 et seq.), and any service performed by an individual as an enrollee shall be deemed for such purposes to be performed in the employ of the United States.

(c) (1) Enrollee under this part shall, for the purposes of the administration of the Federal Employees' Compensation Act (5 U.S.C. 751 et seq.), be deemed to be civil employees of the United States within the meaning of the term "employee" as defined in section 40 of such Act (5 U.S.C. 790) and the provisions thereof shall apply except as hereinafter provided.

(2) For the purposes of this subsection:

(A) The term "performance of duty" in the Federal Employees' Compensation Act shall not include any act of an enrollee while absent from his or her assigned post of duty, except while participating in an activity (including an activity while on pass or during travel to or from such post of duty) authorized by or under the direction of supervision of the Corps.

(B) In computing compensation benefits for disability or death under the Federal Employees' Compensation Act, the monthly pay of an enrollee shall be deemed to be \$150, except that with respect to compensation for disability accruing after the individual concerned reaches the age of twenty-one, such monthly pay shall be deemed to be that received under the entrance salary for GS-2 under the Classification Act of 1949 (5 U.S.C. 1071 et seq.), and section 6(d)(1) of the former Act (5 U.S.C. 756(d)(1)) shall apply to enrollees.

(C) Compensation for disability shall not begin to accrue until the day following the date on which the enrollment of the injured enrollee is terminated.

(d) An enrollee shall be deemed to be an employee of the Government for the purposes of the Federal tort claims provisions of title 28, United States Code.

(e) Personnel of the uniformed services who are detailed or assigned to duty in the performance of agreements made by the Secretary for the support of the Corps shall not be counted in computing strength under any law limiting the strength of such services or in computing the percentage authorized by law for any grade therein.

Part B—Skill Centers

Establishment of Centers

SEC. 111. The Secretary shall provide for the establishment and operation of skill centers at which enrollees assigned thereto will be provided, wherever possible, under simulated or actual employment conditions, education, training, and other activities designed to develop the motivation, work discipline, and the skills necessary for the successful pursuit of a vocation after leaving the Jobs Corps.

Operation of Centers

SEC. 112. (a) To the extent possible, the Secretary shall establish and operate skill centers provided for in this part through contracts with private industry.

(b) Contracts entered into under this section shall contain such provisions as may be necessary to insure that the profits accruing

thereunder are reasonable and subject to renegotiation in the event they are excessive for any reason, as determined under standards which shall be established by the Secretary.

Part C—Conservation centers

Establishment of Centers

SEC. 121. The Secretary shall provide for the establishment and operation of conservation centers in rural areas at which the Secretary shall provide, in coordination with other manpower development and training programs under his jurisdiction, for basic education, training, motivation, and work discipline of youths who (1) are so deficient in education, skills and work habits, that they are unable to qualify for acceptance in skill centers or other applicable manpower development and training programs, or (2) indicate a special interest in conservation or outdoor recreational activities as a continuing pursuit and are unable to qualify for other programs because of educational deficiencies.

Operation of Centers

SEC. 122. The Secretary shall establish and operate conservation centers through agreements with Federal, State, and local agencies charged with the responsibility of conserving, developing, and managing the public natural resources of the Nation and of developing, managing, and protecting public recreational areas. Enrollees in conservation centers shall be utilized by such agencies in carrying out, under the immediate supervision of such agencies, programs planned and designed by such agencies to fulfill such responsibility, and including agreements for a botanical survey program involving surveys and maps of existing vegetation and investigations of the plants, soils, and environments of natural and disturbed plant communities.

Part D—Military career centers

Establishment of Centers

SEC. 131. The Secretary shall provide, through agreement with the Secretary of Defense, for the establishment and operation by the Secretary of Defense of military career centers at which enrollees assigned thereto will be provided education, training, and other activities to prepare them for military service. Such centers shall be so operated as to equip the enrollees for a successful military career.

Enrollment in Centers

SEC. 132. Enrollees in military career centers shall be persons who (1) have evidenced an interest in the possibility of qualifying for a military career or have expressed a special preference to become an enrollee in the military career center and (2) are not qualified for military service, but who show promise of becoming qualified for such service through preparation received in a military career center.

Operation of Centers

SEC. 133. The Secretary of Defense shall have full and complete authority to design, program, and administer the military career centers and shall have complete authority over enrollees in said center. The Secretary of Labor's sole responsibility in connection with the military career centers shall be the screening and referral of applicants.

Part E—Administration

Selection and Assignment of Enrollees

SEC. 141 (a) The Secretary shall provide for the selection of persons for service in the Job Corps. He shall select for enrollment only persons he believes are unlikely to be able to benefit from education or training in any other facility or program and require a change of family or community environment in order to respond adequately to such education or training.

(b) The Secretary shall make no payments to any individual or to any organization solely as compensation for the service of referring the names of candidates for enrollment in the Job Corps.

(c) Each applicant for the Job Corps shall undergo physical and mental examinations under standards prescribed by the Secretary. Inquiries shall be made of appropriate State bureaus of identification to determine any parole or probationary restrictions that may apply to individual applicants. Applicants shall be finger printed in accordance with procedures followed for military inductees, and inquiry shall be directed to the Federal Bureau of Investigation or other appropriate agencies to determine criminal violations by said applicant, criminal charges pending against said applicant, or other similar information. Criminal violations by said applicant shall not disqualify the applicant from the Job Corps but special evaluation of the distinctive nature of said applicant's problems shall be made and provision made for suitable treatment and handling.

(d) The Secretary shall report to the Congress any time a Job Corps center established more than six months has more staff personnel than it has enrollees.

(e) Job Corps officials shall, wherever possible, stimulate formation of indigenous community activity in areas surrounding Job Corps centers to provide a friendly and adequate reception of enrollees into community life.

Community Advisory Groups

SEC. 142. The Secretary shall promote the formation of community advisory groups to develop community programs which will provide appropriate job opportunities or further training for graduates of Job Corps programs. Wherever possible, such advisory groups shall be formed by and coordinated under the local community action board.

Job Counseling and Placement

SEC. 143. The Secretary shall provide testing and counseling for each enrollee at appropriate intervals and at least three months prior to the enrollee's scheduled termination date. Data derived from such counseling and testing shall be sent to the agency of the Department of Labor situated in the area in which the enrollee proposes to reside, as well as to the community advisory group provided for under section 142, for that community. Upon the termination of an enrollee's service in the Job Corps, all records pertaining to such enrollee (including data derived from his counseling and testing) shall be made available immediately to the officials of the Department of Labor administering the program nationally. Such agency shall develop suitable job opportunities for the enrollee or, where appropriate, shall make arrangements for further education or training for enrollee.

Regulations; Standards of Conduct

SEC. 144. (a) The Secretary shall prescribe such rules and regulations as he deems necessary to govern the conduct of enrollees in the Job Corps, subject to the limitations and special provisions in this title. The Secretary shall also establish standards of safety and health for enrollees, and furnish or arrange for the furnishing of health services.

(b) In the case of Job Corps enrollees charged with violation of State criminal statutes, the Job Corps shall provide the cost of attorney and other legal services only in circumstances where adequate provision for such representation of indigent defendants is not provided under applicable State law.

(c) Any enrollee in the Job Corps who is convicted of a felony committed during his enrollment shall be immediately dismissed from the Job Corps.

(d) Within Job Corps centers, standards of conduct and deportment shall be provided

and stringently enforced. In the case of violations committed by enrollees, dismissals from the Corps or transfers to other locations should be made in every instance where it is determined that retention in the Corps, or in the particular Job Corps center, will jeopardize the enforcement of such standards of conduct and deportment or diminish the opportunity of other enrollees.

(e) In order to promote the proper moral and disciplinary conditions in Job Corps centers, the individual directors of Job Corps centers shall be given full authority to take appropriate disciplinary measures against enrollees including, but not limited to, dismissal from the Job Corps, subject to expeditious appeal procedures to higher authority as provided under regulation set by the Secretary.

Relationships with States

SEC. 145. (a) No center shall be established under this title within a State unless a plan setting forth such proposed establishment has been submitted to the Governor of the State and such plan has not been disapproved by him within thirty days of such submission.

(b) The Secretary is authorized to enter into agreements with States to assist in the operation or administration of State-operated programs which carry out the purpose of this title. The Secretary may, pursuant to such regulations as he may adopt, pay part or all of the operative or administrative costs of such programs.

(c) The Director shall establish appropriate procedures to insure that the transfer of Job Corps enrollees from State or local jurisdiction shall in no way violate parole or probationary procedures of the State. In the event procedures have been established under which the enrollment of a youth subject to parole or probationary jurisdiction is acceptable to appropriate State authorities, the Director shall make provisions for regular supervision of the enrollee and for reports to such State authorities to conform with the appropriate parole and probationary requirements in such State.

Use of Local Public and Private Education and Training Agencies

SEC. 146. Wherever practicable education and vocational training for enrollees in the Job Corps shall be provided through local public or private educational agencies or by vocational institutions or technical institutes where such institutions or institutes can provide substantially equivalent training unless such education or training can be provided within the Job Corps more effectively or with reduced Federal expenditures.

Discrimination Prohibited

SEC. 147. In the selection of enrollees or staff in the Job Corps, and in the administration of the Job Corps program, no discrimination shall be permitted on the basis of a person's race, color, religion, sex, or national origin.

Oath of Allegiance

SEC. 148. Each enrollee (other than an enrollee who is a native and citizen of Cuba described in section 103(a)(2) of this Act) must take and subscribe to an oath or affirmation in the following form: "I do solemnly swear (or affirm) that I bear true faith and allegiance to the United States of America and will support and defend the Constitution and laws of the United States against all its enemies foreign and domestic." The provisions of section 1001 of title 18, United States Code, shall be applicable to the oath or affirmation required by this section.

Limitation on Administrative Costs

SEC. 149. The Director shall take such action as may be necessary to insure that for any fiscal year the cost of operating Job Corps centers (exclusive of capital costs in-

cluding costs of construction and renovation) shall not exceed \$5,000 per enrollee in such centers.

Authorizations of Appropriations

SEC. 150. For the purpose of carrying out this title, there is hereby authorized to be appropriated the sum of \$170,000,000 for the fiscal year ending June 30, 1967, and the fiscal year ending June 30, 1968, and the fiscal year ending June 30, 1969, such sums may be appropriated as the Congress may hereafter authorize by law.

TITLE II—NEIGHBORHOOD YOUTH CORPS

Part A—General provisions

Statement of Purpose

SEC. 201. It is the purpose of this title (1) to enable needy young men and women to continue their education at the secondary school level through in-school programs, carried on by public and other nonprofit agencies, which contribute to an undertaking or service in the public interest that would not otherwise be provided, or contribute to the conservation and development of natural resources and recreational areas, and (2) to provide programs of out-of-school on-the-job training for needy, unemployed young men and women to enable them to return to school or assist them to become self-sustaining while obtaining the training necessary for a successful career in a vocation.

Establishment of Neighborhood Youth Corps

SEC. 202. In order to carry out the purpose of this title there is hereby established a Neighborhood Youth Corps in the Department of Labor, to be administered in coordination with programs carried out under the Manpower Development and Training Act of 1962, by the Secretary of Labor (hereinafter referred to in this title as the "Secretary").

Development of Programs

SEC. 203. The Secretary shall encourage and assist qualified community action boards (as defined in section 328) in the development, through contracts, of in-school programs and out-of-school programs which will qualify for assistance under this title. In the absence of a qualified local community action board, the Secretary shall, where appropriate, develop such programs through direct contracts with qualified applicants.

Selection of Enrollees

SEC. 204. (a) Selection for enrollment in programs assisted under this title shall be made by qualified community action boards or other qualified applicants, in accordance with agreements with the Secretary.

(b) No person may participate as an enrollee in programs under this title unless—

(1) he has attained age sixteen but has not attained age twenty-two;

(2) his income and his family's income does not exceed the standard of poverty established by the Secretary that takes due account of the number of children, dependents, and other special circumstances substantially affecting the ability of individuals and families to be self-sustaining;

(3) in the case of in-school programs he is in need of remunerative employment to resume or continue his education;

(4) in the case of out-of-school programs, he is unemployed and in need of interim remunerative employment;

(5) in the case of out-of-school programs, he has not regularly attended school for a period of at least six months, and the local authorities after pursuing all appropriate procedures, including guidance and counseling; and have concluded that further school attendance by him in any regular academic or vocational program is no longer practicable under the circumstances.

(c) Enrollees shall be deemed not to be Federal employees and shall not be subject to the provisions of laws relating to Federal employment, including those relating to

hours of work, rates of compensation, leave, unemployment compensation, and Federal employee benefits.

(d) Where appropriate to carry out the purposes of this Act, the Secretary may provide for testing, counseling, job development, and referral services to youths through public agencies or private nonprofit organizations.

— Payments

SEC. 205. The Secretary shall establish criteria designed to achieve an equitable distribution of assistance under this title among the States. In developing such criteria, he shall consider among other relevant factors the ratios of population, unemployment, and family income levels. Not more than 12½ per centum of the sums appropriated or allocated for any fiscal year to carry out purposes of this title shall be used within any one State.

Oath of Allegiance

SEC. 206. The provisions of section 149 shall apply with respect to enrollees in programs assisted under this title and to all officers and employees any part of whose salaries are paid from sums made available under this title.

Part B—In-school programs

SEC. 211. (a) Any qualified community action board, or in any community in which there is no such board, any public or private nonprofit agency which the Director determines to be qualified, desiring assistance for an in-school program shall submit an application to the Secretary which shall contain such information as the Secretary may require.

(b) The Secretary shall approve an application under this section only if he finds that—

(1) Enrollees in the program will be employed under a contract or agreement between either a qualified community action board or the Secretary and a public agency or a private nonprofit organization (other than a political party) either (A) on publicly owned and operated facilities or projects, or (B) on local projects sponsored by private nonprofit organizations (other than political parties), other than projects involving the construction, operation, or maintenance of so much of any facility used or to be used for sectarian instruction or as a place for religious worship;

(2) The program will enable student enrollees to resume or to maintain school attendance;

(3) The program will permit or contribute to an undertaking or service in the public interest that would not otherwise be provided, or will contribute to the conservation, development, or management of the natural resources of the State or community or to the development, management, or protection of State or community recreational areas;

(4) The program will not result in the displacement of employed workers, jeopardize the potential employment of workers not aided under this title, or impair existing contracts for services;

(5) The rates of pay and other conditions of employment will be appropriate and reasonable in the light of such factors as the type of work performed, geographical area, and proficiency of the employee, and in no event shall exceed the rate of pay for regular employees performing similar services;

(6) The program will be coordinated to the maximum extent feasible, with vocational training and educational services adapted to the special needs of enrollees in such program and sponsored by State or local public educational agencies: *Provided, however,* That where such services are inadequate or unavailable, the program may make provision for the enlargement, improvement, development, and coordination of

such services with the cooperation of, or, where appropriate, pursuant to agreement with the Secretary of Health, Education, and Welfare; and

(7) The employer shall pay at least 10 per centum of the enrollee's wage during the fiscal year ending June 30, 1967, and shall pay at least 25 per centum of his wage during each succeeding fiscal year.

(c) In approving applications under this section, the Secretary shall give priority to applications for projects with high training potential.

Part C—Out-of-school programs Applications

SEC. 221. Any qualified community action board, or in any community in which there is no such board, any public or private nonprofit agency which the Director determines to be qualified, desiring assistance for an out-of-school training program shall submit an application to the Secretary which shall contain such information as the Secretary may require.

Industry Youth Corps

SEC. 222. (a) There is hereby established under the Neighborhood Youth Corps a program to provide employment of youths between the ages of sixteen and twenty-two in private, profitmaking enterprises. The Secretary is empowered to make such regulations as he shall deem necessary to insure that private employment of such youths shall be under such conditions and terms as to meet all requirements of public and private non-profit programs, and to insure that participating youths benefit from their employment without exploitation or unreasonable profits by the employer.

(b) Programs to provide employment for youths under this section shall only be approved if they are implemented through contracts between a qualified community action board and employers under conditions of supervision and regulation by such said qualified community action board.

Approval of Applications

SEC. 223. The Secretary shall approve an application under this part only if he finds that—

(a) Enrollees in the program will be employed under a contract or agreement between either a qualified community action board or the Secretary and a public agency or a private nonprofit organization (other than a political party) either—

(1) on publicly owned and operated facilities or projects, or

(2) on local projects sponsored by private nonprofit organizations (other than political parties), other than projects involving the construction, operation, or maintenance of so much of any facility used or to be used for sectarian instruction or as a place for religious worship, or

(3) on local projects provided under section 222 of this part by contract between the qualified community action board and the employer.

(b) Enrollees in the program will be employed under a contract or agreement between either the qualified community action board or the Secretary and an employer under which the enrollees will be provided on-the-job training that meets the following requirements:

(1) The training content of the program is adequate, involve reasonable progression, and holds promise that it will result in the qualification of trainees for suitable employment.

(2) The training period is reasonable and consistent with periods customarily required for comparable training.

(3) Adequate and safe facilities and adequate personnel and records of attendance and progress will be provided.

(4) The enrollee will be compensated at such rates, including periodic increases, as

may be deemed reasonable under regulations of the Secretary, considering such factors as the type of work performed, geographical region, proficiency of the employee, and in no event shall exceed the rate of pay for regular employees performing similar services.

(5) No enrollee will be permitted to participate in the program for more than a year, except that an enrollee may be permitted to participate for one additional year if it is ascertained that (A) he will benefit from an additional year under the program, (B) his employer is making adequate provision for his possible long-term employment, (C) he is unable to qualify for suitable employment without part of his wages being paid from sources other than his employer or for other training suitable to his needs, and (D) consideration has been given to the feasibility of the employer paying a larger portion of his wages in view of his experience and training.

(6) Adequate provision is made for supplementary classroom instruction where appropriate.

(7) The training will increase the employability of the enrollee in occupational skills or pursuits in which the Secretary finds there is a reasonable expectation of his permanent employment.

(8) The employment of the enrollee must not displace employed workers or impair existing contracts for services.

(9) In the event the employer is a private, profitmaking concern, the employer shall pay at least 66⅔ per centum of the enrollee's wage.

(10) In the event the employer is a public or nonprofit agency, the employer shall pay at least 10 per centum of the enrollee's wage during the fiscal year ending June 30, 1967, and at least 25 per centum of his wages during each succeeding fiscal year.

Part D.—Authorization of appropriations

SEC. 231. The Secretary shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the two succeeding fiscal years. For the purposes of carrying out this title, there is hereby authorized to be appropriated the sum of \$225,000,000 for the fiscal year ending June 30, 1967, of which \$50,000,000 shall be reserved to administer and conduct the program provided under section 222, and for the fiscal year ending June 30, 1968, and the fiscal year ending June 30, 1969, such sums may be appropriated as the Congress may hereafter authorize by law.

TITLE III—URBAN AND RURAL COMMUNITY ACTION PROGRAMS

Part A—Urban community action programs

Statement of Purpose

SEC. 301. The purpose of this part is to provide stimulation and incentive for new and imaginative programs for urban communities to mobilize and coordinate their resources to combat poverty through total involvement of individuals and groups concerned and meaningful communication, planning, and implementation at the local community level.

Qualified Urban Community Action Boards

SEC. 302. A community action board shall be qualified to conduct, administer, or coordinate programs under this Act, or any other provision of law, only if—

(a) the membership of the board contains representatives of local government, social welfare and public service agencies, local school systems, the general public, and representatives of the poor comprising at least one-third of the membership of the board;

(b) the representatives of the poor are selected by the residents in areas of concentration of poverty, with special emphasis on participation by the residents of the area who are poor; and

(c) in communities where substantial numbers of the poor reside outside of areas of concentration of poverty, provision is made for selection of representatives of such poor through a process, such as neighborhood meetings, in which the poor participate to the greatest possible degree.

Approval of Community Action Programs

SEC. 303. (a) Subject to the provisions of subsection (b), the Director may approve a community action program for support under this part if he determines such program—

(1) includes component programs all of which are focused upon the needs of low-income individuals and families and which provide expanded and improved services, assistance, and other activities, and facilities necessary in connection therewith;

(2) has, if policy is determined by smaller constituent groups of the community action board, such as an executive committee, true representation of the poor proportionate to that attained on the community action board itself;

(3) provides that any component board which exercises jurisdiction only in a single impoverished area or neighborhood of the community, is representative primarily of and selected by the residents of such area, and is given power to initiate and disapprove programs for that area;

(4) includes provisions for reasonable access of the public to information including, but not limited to, reasonable opportunity for public hearings at the request of appropriate local community groups, and reasonable public access to books and records of the board engaged in the development, conduct, and administration of the program, in accordance with regulations of the Director;

(5) is organized and designed to coordinate, to the extent feasible, all programs at the community level primarily affecting the poor, and to eliminate duplication, conflict, and waste in such programs as well as to assist in altering or eliminating ineffectual programs;

(6) includes arrangements with a reputable private, and independent auditing firm to preaudit all grants and programs under this title to insure that adequate records are kept and fiscal controls enforced; and

(7) includes provision for a complete audit of the books six months after the initiation of a program and annually thereafter.

(b) The Director shall not approve a community action program to be carried out without the approval of a qualified community action board already serving an area unless he determines that—

(1) the proposed program is of a demonstration or experimental nature and does not conflict with any component program being carried on by the community action board,

(2) the program is of such a nature as to be unsuitable for inclusion in the overall community action program, or

(3) the program is required to meet an urgent and temporary emergency need of the poor.

(c) The Director may approve a community action program to be carried out by a public or private nonprofit agency which is not a qualified community action board in any area which is not served by a qualified community action board (or, if served by such a board, the program meets the requirements of subsection (b)) and the proposed program would qualify as a component of a community action program.

Definition

SEC. 304. For the purposes of this part, the term "urban community" means an area determined by the Director, on the basis of the latest information available from the Bureau of the Census, to have a population of more than seventy-five thousand, except where the Director, under authority of sec-

tion 314, designates an area having a population of more than seventy-five thousand and less than one hundred and fifty thousand as a rural area.

Part B—Rural community action programs

Statement of Purpose

SEC. 311. The purpose of this part is to provide stimulation and incentive for new and imaginative separate programs to meet the unique and distinctive problems of the rural areas in mobilizing and coordinating their resources to combat poverty through total involvement of individuals and groups concerned and meaningful communication, planning, and implementation at the community level.

Qualified Rural Community Action Boards

SEC. 312. A community action board shall be qualified to conduct, administer, or coordinate programs under this Act, or any other provision of law, only if—

(a) the membership of the board contains representatives of local government, social welfare and public service agencies, local school systems, the general public, cooperative extension service, technical action panels under rural community development, and representatives of the poor comprising at least one-third of the membership of the board;

(b) the representatives of the poor are selected by a process such as neighborhood meetings in areas of concentration of poverty in which the poor participate to the greatest degree possible in light of the special problem of separation, isolation, and communication which prevail in rural areas.

Approval of Community Action Programs

SEC. 313. Subject to the provisions of subsection (b), the Director may approve a community action program for support under this part if he determines such program—

(a) meets the requirements set forth in paragraphs (1), (2), (4), (5), (6), and (7) of section 303(a), and 303(b).

(b) provides that any community action board operating within established county or municipal borders under a qualified overall board with broader geographical jurisdiction shall meet the requirements of section 312 and is given power to initiate and disapprove programs for that area.

Definition

SEC. 314. For purposes of this part, the term "rural areas" means any area determined by the Director, on the basis of the latest information available from the Bureau of the Census, to have a population of seventy-five thousand or less, except that in exceptional circumstances he may designate as a rural area any area having a population of less than one hundred and fifty thousand.

Part C—Administration

Allotments to States

SEC. 321. (a) From the sums appropriated to carry out this title for a fiscal year, the Director shall reserve the amount needed for carrying out sections 322 and 323. Not to exceed 2 per centum of the amount so reserved shall be allotted by the Director among Puerto Rico, Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands according to their respective needs for assistance under this title. Twenty per centum of the amount so reserved shall be allotted among the States as the Director shall determine. The remainder of the sums so reserved shall be allotted among the States as provided in subsection (b).

(b) Of the sums being allotted under this subsection—

(1) one-third shall be allotted by the Director among the States so that the allotment to each State under this clause will be an amount which bears the same ratio to such one-third as the number of public assistance recipients in such State bears to the

total number of public assistance recipients in all the States;

(2) one-third shall be allotted by him among the States so that the allotment to each State under this clause will be an amount which bears the same ratio to such one-third as the annual average number of persons unemployed in such State bears to the annual average number of persons unemployed in all the States; and

(3) the remaining one-third shall be allotted by him among the States so that the allotment to each State under this clause will be an amount which bears the same ratio to such one-third as the number of related children under eighteen years of age living in families with incomes of less than \$1,000 in such State bears to the number of related children under eighteen years of age living in families with incomes of less than \$1,000 in all the States.

(c) The Director shall divide each State's allotment under subsection (b) into two parts, one of which may be used only for urban community action programs, and one of which may be used only for rural community action programs. Each such part shall bear the same ratio to the amount allotted as the urban population or rural population, as the case may be, of the State bears to the population of the State, as determined on the basis of the best data available from the Bureau of the Census.

(d) The portion of any State's allotment under subsection (a) for a fiscal year which the Director determines will not be required for such fiscal year for carrying out this title shall be available for reallocation from time to time, on such dates during such year as the Director may fix, to other States in proportion to their original allotments for such year, but with such proportionate amount for any of such other States being reduced to the extent it exceeds the sum which the Director estimates such State needs and will be able to use for such year for carrying out this title; and the total of such reductions shall be similarly reallocated among the States whose proportionate amounts are not so reduced: *Provided*, That any amount originally included in that part of the State's allotment reserved for use for urban community action programs may be used only for such programs when reallocated, and any amount originally included in that part of the State's allotment originally reserved for rural community action programs may be used only for such programs when reallocated. Any amount reallocated to a State under this subsection during a year shall be deemed part of its allotment under subsection (a) for such year.

(e) For the purposes of this section, the term "State" does not include Puerto Rico, Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands.

Financial Assistance for Development of Community Action Programs

SEC. 322. The Director is authorized to make grants to, or to contract with, appropriate public or private nonprofit agencies, or combinations thereof, to pay part or all of the costs of development of community action programs.

Financial Assistance for Conduct and Administration of Community Action Programs

SEC. 323. (a) The Director is authorized to make grants to, or to contract with qualified community action boards to pay part or all of the costs of community action programs which have been approved by him pursuant to this title, including the cost of carrying out programs which are components of a community action program and which are designed to achieve the purposes of this title except that where the Director approves a program under section 303(c) he may make grants to, or contract with, public or private

nonprofit agencies to pay part or all of such programs.

(b) No grant or contract authorized under this title may provide for general aid to elementary or secondary education in any school or school system, or provide for any preschool or early-school program, whether or not designed to prepare educationally deprived children.

(c) In determining whether to extend assistance under this section the Director shall consider among other relevant factors the incidence of poverty within the community and within the areas or groups to be affected by the specific program or programs, and the extent to which the applicant is in a position to utilize efficiently and expeditiously the assistance for which application is made. In determining the incidence of poverty the Director shall consider information available with respect to such factors as: the concentration of low-income families, particularly those with children; the extent of persistent unemployment and under employment; the number and proportion of persons receiving cash or other assistance on a needs basis from public agencies or private organizations; the number of migrant or transient low-income families; school dropout rates, military service rejection rates, and other evidences of low educational attainment; the incidence of disease, disability, and infant mortality; housing conditions; adequacy of community facilities and services; and the incidence of crime and juvenile delinquency.

Technical Assistance

SEC. 324. The Director is authorized to provide, (1) technical assistance to communities in developing, conducting, and administering community action programs, and (2) training for specialized personnel needed to develop, conduct, or administer such programs or to provide services or other assistance thereunder through grants to, or contracts with qualified community action boards, or, in communities not served by such a board, through grants to or contracts with public or private nonprofit agencies.

Research, Training, and Demonstrations

SEC. 325. The Director is authorized to conduct, or to make grants to or enter into contracts with institutions of higher education or other appropriate public agencies or private organizations for the conduct of research, training, and demonstrations pertaining to the purposes of this title: *Provided*, That no such program shall conflict in any way, in any area, with any existing community action program. Expenditures under this section in any fiscal year shall not exceed \$30,000,000.

Limitations on Federal Assistance

SEC. 326. (a) Assistance pursuant to sections 322 and 323 for the fiscal year ending June 30, 1967, shall not exceed 90 per centum of the costs referred to in those sections, respectively, and for each fiscal year thereafter shall not exceed 80 per centum of such costs, unless the Director determines, pursuant to regulations adopted and promulgated by him establishing objective criteria for such determinations, that assistance in excess of such percentages is required in furtherance of the purposes of this title. Non-Federal contributions may be in cash or in kind, fairly evaluated, including but not limited to plant, equipment, and services.

(b) The expenditures or contributions made from non-Federal sources for a community action program or component thereof shall be in addition to the aggregate expenditures or contributions from non-Federal sources which were being made for similar purposes prior to the extension of Federal assistance. The requirement imposed by the preceding sentence shall be subject to such regulations as the Director may adopt and

promulgate establishing objective criteria for determinations covering situations where a literal application of such requirement would result in unnecessary hardship or otherwise be inconsistent with the purposes sought to be achieved.

Participation of State Agencies

SEC. 327. (a) The Director shall establish procedures which will facilitate effective participation of the States in community action programs including, but not limited to, consultation with appropriate State agencies on the development, conduct, and administration of such programs.

(b) The Director is authorized to make grants to, or to contract with, appropriate State agencies for the payment of the expenses of such agencies in providing technical assistance to communities in developing, conducting, and administering community action programs.

(c) In carrying out the provisions of this title, no contract, agreement, grant, loan, or other assistance shall be made with, or provided to, any State or local public agency or any private institution or organization for the purpose of carrying out any program, project, or other activity within a State unless a plan setting forth such proposed contract, agreement, grant, loan, or other assistance has been submitted to the Governor of the State, and such plan has not been disapproved by the Governor within thirty days of such submission, or, if so disapproved, has been reconsidered by the Director and found by him to be fully consistent with the provisions and in furtherance of the purposes of this title.

Qualified Community Action Boards

SEC. 328. The Director shall certify the name, and area served, by each board which is a community action board as defined in section 302 and which he finds to be competent to carry out the functions assigned qualified community action boards by any provision of this Act.

Part D—Volunteers in Service to America

SEC. 331. (a) The Director is authorized to recruit, select, train and—

(1) upon request of State or local agencies or private nonprofit organizations, refer volunteers to perform duties in furtherance of programs combating poverty at a State or local level; and

(2) in cooperation with other Federal, State, or local agencies involved, assign volunteers to work (A) in meeting the health, education, welfare, or related needs of Indians living on reservations, of migratory workers and their families, or of residents of the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, or the Trust Territory of the Pacific Islands; (B) in the care and rehabilitation of the mentally ill or mentally retarded under treatment at nonprofit mental health or mental retardation facilities assisted in their construction or operation by Federal funds; and (C) in connection with programs or activities authorized, supported, or of a character eligible for assistance under this Act.

(b) The referral or assignment of volunteers shall be on such terms and conditions as the Director may determine, but volunteers shall not be referred or assigned to duties or work in any State without the consent of the Governor.

(c) The Director is authorized to provide to all volunteers during training and to volunteers assigned pursuant to subsection (a) (2) such stipend, not to exceed \$50 per month, such living, travel, and leave allowances, and such housing, transportation (including travel to and from the place of training), supplies, equipment, subsistence, clothing, and health and dental care as the Director may deem necessary or appropriate for their needs.

(d) (1) Each volunteer shall take and subscribe to an oath or affirmation in the form prescribed by section 149 of this Act, and the provisions of section 1001 of title 18, United States Code, shall be applicable with respect to such oath or affirmation; but, except as provided in paragraph (2) of this subsection, volunteers shall not be deemed to be Federal employees and shall not be subject to the provisions of laws relating to Federal employment, including those relating to hours of work, rates of compensation, and Federal employee benefits.

(2) All volunteers during training and such volunteers as are assigned pursuant to paragraph (2) of subsection (a) shall be deemed Federal employees to the same extent as enrollees of the Job Corps under section 105 (b), (c), and (d) of this Act, except that for purposes of the computation described in paragraph (2)(B) of section 105(c) the monthly pay of a volunteer shall be deemed to be received under the entrance salary for GS-7 under the Classification Act of 1949.

Part E—Voluntary assistance program for needy children

Statement of Purpose

SEC. 341. The purpose of this part is to allow individual Americans to participate in a personal way in the war on poverty, by voluntarily assisting in the support of one or more needy children, in a program coordinated with city or county social welfare agencies.

Authority To Establish Information Center

SEC. 342. (a) In order to carry out the purposes of this part, the Director is authorized to establish a section within the Office of Economic Opportunity to act as an information and coordination center to encourage voluntary assistance for deserving and needy children.

(b) The Director shall appoint an administrator whose full-time duty shall be to give effect to this program.

(c) It is the intent of the Congress that the section established pursuant to this part shall act solely as an information and coordination center and that nothing in this part shall be construed as interfering with the jurisdiction of State and local welfare agencies with respect to programs for needy children.

Part F—Office of Economic Opportunity

Establishment of Office

SEC. 351. (a) The Office of Economic Opportunity established by section 601 of the Economic Opportunity Act of 1964 is hereby continued as an agency of the United States. The Office shall be headed by a Director who shall be appointed by the President, by and with the advice and consent of the Senate. There shall also be in the Office one Deputy Director and two Assistant Directors who shall be appointed by the President, by and with the advice and consent of the Senate. The Deputy Director and the Assistant Directors shall perform such functions as the Director may from time to time prescribe.

(b) The compensation of the Director of the Office of Economic Opportunity shall be fixed by the President at a rate not in excess of the annual rate of compensation payable to the Director of the Bureau of the Budget.

(c) The compensation of the Deputy Director of the Office of Economic Opportunity shall be fixed by the President at a rate not in excess of the annual rate of compensation payable to the Deputy Director of the Bureau of the Budget.

(d) The compensation of the Assistant Directors of the Office of Economic Opportunity shall be fixed by the President at a rate not in excess of the annual rate of compensation payable to the Assistant Secretaries of the Executive Departments.

Authority of Director

SEC. 362. In addition to the authority conferred upon him by other sections of this Act, the Director is authorized, in carrying out his functions under this title to—

(a) appoint in accordance with the civil service laws such personnel as may be necessary to enable the Office to carry out its functions and, except as otherwise provided herein, fix their compensation in accordance with the Classification Act of 1949 (5 U.S.C. 1071 et seq.), except that, of the personnel so appointed, not more than one in every one hundred and fifty shall be in grade 16, 17, or 18 of the General Schedule of the Classification Act of 1949;

(b) employ experts and consultants or organizations thereof as authorized by section 15 of the Administrative Expenses Act of 1946 (5 U.S.C. 55a), compensate individuals so employed at rates not in excess of \$100 per diem, including travel time, and allow them, while away from their homes or regular places of business, travel expenses (including per diem in lieu of subsistence) as authorized by section 5 of such Act (5 U.S.C. 73b-2) for persons in the Government service employed intermittently, while so employed; *Provided, however,* That contracts for such employment may be renewed annually;

(c) appoint, with regard to the civil service laws, one or more advisory committees composed of such private citizens and officials of the Federal, State, and local governments as he deems desirable to advise him with respect to his functions under this Act; and members of such committees, other than those regularly employed by the Federal Government, while attending meetings of such committees or otherwise serving at the request of the Director, shall be entitled to receive compensation and travel expenses as provided in subsection (b) with respect to experts and consultants;

(d) with the approval of the President, arrange with and reimburse the heads of other Federal agencies for the performance of any of his functions under this title and, as necessary or appropriate, delegate any of his powers under this title and authorize the redelegation thereof;

(e) utilize, with their consent, the services and facilities of Federal agencies without reimbursement, and, with the consent of any State or a political subdivision of a State, accept and utilize the services and facilities of the agencies of such State or subdivision without reimbursement;

(f) accept in the name of the Office, and employ or dispose of in furtherance of the purposes of this title, any money, or property, real, personal, or mixed, tangible or intangible, received by gift, devise, bequest, or otherwise;

(g) accept voluntary and uncompensated services, notwithstanding the provisions of section 3679(b) of the Revised Statutes (31 U.S.C. 665(b));

(h) disseminate, without regard to the provisions of section 4154 of title 39, United States Code, data and information, in such form as he shall deem appropriate to public agencies, private organizations, and the general public;

(i) adopt an official seal, which shall be judicially noticed;

(j) collect or compromise all obligations to or held by him and all legal or equitable rights accruing to him in connection with the payment of obligations until such time as such obligations may be referred to the Attorney General for suit or collection;

(k) expend, without regard to the provisions of any other law or regulation, funds made available for purposes of this title (1) for printing and binding and (2) for rent of buildings and space in buildings and for

repair, alteration, and improvement of buildings and space in buildings rented by him; but the Director shall not utilize the authority contained in this clause (A) except when necessary in order to obtain an item, service, or facility, which is required in the proper administration of this title, and which otherwise could not be obtained, or could not be obtained in the quantity or quality needed, or at the time, in the form, or under the conditions in which, it is needed, and (B) prior to having given written notification to the Administrator of General Services (if the exercise of such authority would affect an activity which otherwise would be under the jurisdiction of the General Services Administration) or the Chairman of the Joint Committee on Printing (if the exercise of such authority would affect an activity which otherwise would be under the jurisdiction of such Committee) of his intention to exercise such authority, the item, service, or facility with respect to which such authority is proposed to be exercised, and the reasons and justifications for the exercise of such authority; and

(l) establish such policies, standards, criteria, and procedures, prescribe such rules and regulations, enter into such contracts and agreements with public agencies and private organizations and persons, make such payments (in lump sum or installments, and in advance or by way of reimbursement, and in the case of grants, with necessary adjustments on account of overpayments or underpayments), and generally perform such functions and take such steps as he may deem to be necessary or appropriate to carry out the provisions of this title.

Information Center

SEC. 363. In order to insure that all Federal programs related to the purposes of this title are utilized to the maximum extent possible, and to insure that information concerning such programs and other relevant information is readily available in one place to public officials and other interested persons, the Director is authorized as he deems appropriate to collect, prepare, analyze, correlate, and distribute such information, either free of charge or by sale at cost (any funds so received to be deposited to the Director's account as an offset to such cost), and make arrangements and pay for any printing and binding without regard to the provisions of any other law or regulation.

Part G—State bonus community action program

Statement of Purpose

SEC. 371. It is the purpose of this part to provide assistance to the States to enable them to join as partners with the Federal Government in programs carried out under this title.

Allotments to States

SEC. 372. (a) From the sums available to carry out this part for a fiscal year, the Director shall allot to each State an amount which bears the same ratio to the amount being allotted as the amount allotted such State under section 321 (other than subsection (d) thereof) bears to the amount allotted all the States under such section for such fiscal year.

(b) The portion of any State's allotment under subsection (a) for a fiscal year which the Director determines will not be required for such fiscal year for carrying out this part shall be available for reallocation from time to time, on such dates during such year as the Director may fix, to other States in proportion to their original allotments for such year, but with such proportionate amount for any of such other States being reduced to the extent it exceeds the sum which the Director estimates such State needs and will be able to use for such year for

carrying out this part; and the total of such reductions shall be similarly reallocated among the States whose proportionate amounts are not so reduced.

State Plans

SEC. 373. (a) Any State which desires to receive a grant under this part shall submit to the Director a State plan which—

(1) provides for the creation of a State office of economic opportunity (hereinafter referred to as the "State agency") which shall be the sole State agency responsible for carrying out the State plan;

(2) provides that in formulating its program to be carried out under this part, priority shall be given programs to meet the special needs of the State;

(3) provides for carrying out, or supplementing the financing of, community action programs which are eligible for assistance under other parts of this title, but are not being, or are being inadequately, assisted thereunder;

(4) provides for the establishment of a commission in the State to make a study to determine means by which programs carried on under this title may be effectively coordinated with other local, State, and Federal programs, and to report its recommendations to the State agency within one year;

(5) provides that the State agency will make such reports to the Director, in such form and containing such information, as may reasonably be necessary to enable the Director to perform his duties under this part and will keep such records and afford such access thereto as the Director finds necessary to assure the correctness and verification of such reports;

(6) provides such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting for Federal funds paid to the State under this part;

(7) provides for the establishment of a program to insure that salaries of professional staff personnel shall be reasonable with due consideration of salary incomes of said individuals in previous employment.

(b) The Director may approve any State plan which meets the requirements of subsection (a), but he shall not finally disapprove any State plan submitted under this part, or any modification thereof, without first affording the State agency reasonable notice and opportunity for a hearing.

Payments

SEC. 374. (a) The Director shall pay to each State which has a plan approved under this part, from its allotment under section 372, an amount equal to the expenditures of the State in carrying out such plan. Such payments shall be made in advance on the basis of estimates by the Director; and may be made in such installments as the Director may determine, after making appropriate adjustments to take account of previously made overpayments or underpayments.

(b) The Federal share for each State shall be 50 per centum, except that with respect to expenditures on account of the State commission provided for in section 373(a)(4), the Federal share shall be 90 per centum.

Operation of State Plans; Hearings and Judicial Review

SEC. 375. (a) Whenever the Director, after reasonable notice and opportunity for hearing to the State agency administering a State plan approved under this part, finds that—

(1) the State plan has been so changed that it no longer complies with the provisions of section 373, or

(2) in the administration of the plan there is a failure to comply substantially with any such provision, the Director shall notify such State agency that no further payments will be made to the State under this part (or in his discretion, that further

payments to the State will be limited to programs under or portions of the State plan not affected by such failure), until he is satisfied that there will no longer be any failure to comply. Until he is so satisfied, no further payments may be made to such State under this part (or payments shall be limited to programs under or portions of the State plan not affected by such failure).

(b) A State agency dissatisfied with a final action of the Director under section 373 or subsection (a) of this section may appeal to the United States court of appeals for the circuit in which the State is located, by filing a petition with such court within sixty days after such final action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Director, or any officer designated by him for that purpose. The Director thereupon shall file in the court the record of the proceedings on which he based his action, as provided in section 2112 of title 28, United States Code. Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Director or to set it aside, in whole or in part, temporarily or permanently, but until the filing of the record, the Director may modify or set aside his order. The findings of the Director as to the facts, if supported by substantial evidence, shall be conclusive, but the court, for good cause shown, may remand the case to the Director to take further evidence, and the Director may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence. The judgment of the court affirming or setting aside, in whole or in part, any action of the Director shall be final, subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code. The commencement of proceedings under this subsection shall not, unless so specifically ordered by the court, operate as a stay of the Director's action.

Part E—Authorizations of appropriations

SEC. 381. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the two succeeding fiscal years. For the purpose of carrying out this title (other than parts D and G thereof) there is hereby authorized to be appropriated the sum of \$600,000,000 for the fiscal year ending June 30, 1967. For the purpose of carrying out part D of this title there is hereby authorized to be appropriated the sum of \$25,000,000 for such fiscal year; and for the purpose of carrying out part G of this title there is hereby authorized to be appropriated the sum of \$100,000,000 for such fiscal year. For the fiscal year ending June 30, 1968, and for the fiscal year ending June 30, 1969, such sums may be appropriated as to the Congress may hereafter authorize by law.

TITLE IV—PRESCHOOL, EARLY SCHOOL AND OTHER EDUCATIONAL PROGRAMS FOR CHILDREN OF LOW-INCOME FAMILIES

Amendment to Title II of Public Law 874

SEC. 401. Title II of the Act of September 30, 1950, is amended by adding at the end thereof the following:

"Special Bonus Grants; Preference for Preschool and Early School Programs

"SEC. 213. (a) The Commissioner shall, in carrying out his duties under this title, require that preference over grants for all other programs shall be given to grants for carrying out preschool and early-school programs designed to prepare educationally deprived children, aged three through seven, in areas having high concentrations of children from low-income families to undertake successfully the regular elementary school program.

"(b) Each local educational agency shall be eligible to receive a special bonus grant under this section in any fiscal year if (1) it received a basic grant for the preceding fiscal year, and (2) more than 65 per centum of the funds expended in carrying out the programs provided for in the application submitted under section 205 were expended for carrying out preschool and early-school programs designed to prepare educationally deprived children, aged three through seven, in areas having high concentrations of children from low-income families to successfully undertake the regular elementary school program.

"(b) The amount of a grant under this section shall be equal to the amount by which the expenditures for such preschool and early-school programs exceeded 65 per centum of the amount expended in carrying out the programs provided for in such application.

"(c) If the sums appropriated or made available to carry out this section for a fiscal year are not sufficient to pay in full the total amount which all local educational agencies are eligible to receive under this title for such fiscal year, such amounts shall be reduced ratably: *Provided*, That in no event shall the aggregate grants under this section for a fiscal year exceed \$100,000,000."

TITLE V—ADULT BASIC EDUCATION

Statement of purpose

SEC. 501. It is the purpose of this title to assist the States to develop programs of functional instruction in the English language and mathematics for individuals who have reached the age of eighteen, but whose deficiencies in these subjects are such that they are prevented from obtaining permanent employment, commensurate with their real ability, or entrance into other education or training programs; and to promote new approaches to the special needs of those who have poor employment possibilities because of such factors as inadequate education, lack of motivation, poor attitude or appearance, and other significant disabilities related to their derivation in poverty; and to, wherever appropriate, provide a new type of specialized, functionally oriented basic education through the use of nonprofessional, non-certified personnel teaching limited curriculums as prescribed by the State.

Establishment of Adult Basic Education Program

SEC. 502. In order to carry out the purpose of this title there is hereby established an Adult Basic Education Program in the Department of Health, Education, and Welfare to be carried out in coordination with other programs under the direction of the Commissioner of Education (hereinafter in this title referred to as the "Commissioner").

Grants to States

SEC. 503. (a) From the sums appropriated or allocated to carry out this title, the Commissioner shall make grants to States which have State plans approved by him under this section.

(b) Grants under subsection (a) may be used, in accordance with regulations of the Commissioner, to—

(1) make grants to qualified community action boards, or where a community is not served by such a board, to a local educational agency, to assist in establishment of pilot projects by local educational agencies, and private school agencies, relating to instruction in public schools, or other facilities used for the purpose by such agencies, of individuals described in section 501, to (A) demonstrate, test, or develop modifications, or adaptations in light of local needs, of special materials or methods for instruction of such individuals, (B) stimulate the development of local educational agency programs, and private school agency pro-

grams, for instruction of such individuals in such schools or other facilities, and (C) acquire additional information concerning the materials or methods needed for an effective program for raising adult basic educational skills;

(2) assist in meeting the cost of local educational agency programs, and private school agency programs, for instruction of such individuals in such schools or other facilities; and

(3) assist in development or improvement of technical or supervisory services by the State educational agency relating to adult basic education programs.

State Plans

SEC. 504. (a) The Commissioner shall approve for purposes of this title the plan of a State which—

(1) provides for administration thereof by the State educational agency;

(2) provides that such agency will make such reports to the Commissioner, in such form and containing such information, as may reasonably be necessary to enable the Commissioner to perform his duties under this title and will keep such records and afford such access thereto as the Commissioner finds necessary to assure the correctness and verification of such reports;

(3) provides such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting for Federal funds paid to the State under this title (including such funds paid by the State to qualified community action boards, private, nonprofit agencies, and local educational agencies);

(4) provides for cooperative arrangements between the State educational agency and the State health authority looking toward provision of such health information and services for individuals described in section 501 as may be available from such agencies and as may reasonably be necessary to enable them to benefit from the instruction provided under programs conducted pursuant to grants under this title; and

(5) sets forth a program for use, in accordance with section 503 (b), of grants under this title which affords assurance of substantial progress, within a reasonable period and with respect to all segments of the population and all areas of the State, toward elimination of the inability of adults to read and write English and conduct elementary arithmetic computations, and toward substantially raising the level of education of individuals described in section 501; and

(6) provides for maximum utilization of nonprofessional, noncertified teachers of limited curriculums, as prescribed by the State, of a functional, as distinguished from academic, nature.

(b) The Commissioner shall not finally disapprove any State plan submitted under this title, or any modification thereof, without first affording the State educational agency reasonable notice and opportunity for a hearing.

Allotments

SEC. 505. (a) From the sums allocated for grants to States under section 503 for any fiscal year, the Commissioner shall reserve such amount, but not in excess of 2 per centum thereof, as he may determine, and shall allot such amount among Puerto Rico, Guam, American Samoa, and the Virgin Islands according to their respective needs for assistance under this title. The remainder of the sums so allocated for a fiscal year shall be allotted by the Commissioner on the basis of the relative number of individuals in each State who have attained age eighteen and who have completed not more than five grades of school or have not achieved an equivalent level of education, as determined by the Commissioner on the basis

of the best and most recent information available to him, including any relevant data furnished to him by the Department of Commerce. The amount allotted to any State under the preceding sentence for any fiscal year which is less than \$50,000 shall be increased to that amount, the total thereby required being derived by proportionately reducing the amount allotted to each of the remaining States under the preceding sentence, but with such adjustments as may be necessary to prevent the allotment of any of such remaining States from being thereby reduced to less than \$50,000. For the purposes of this subsection, the term "State" shall not include Puerto Rico, Guam, American Samoa, and the Virgin Islands.

(b) The portion of any State's allotment under subsection (a) for a fiscal year which the Commissioner determines will not be required, for the period such allotment is available, for carrying out the State plan (if any) approved under this title shall be available for reallocation from time to time, on such dates during such period as the Commissioner may fix, to other States in proportion to the original allotments to such States under subsection (a) for such year, but with such proportionate amount for any of such other States being reduced to the extent it exceeds the sum which the Commissioner estimates such State needs and will be able to use for such period for carrying out its State plan approved under this title; and the total of such reductions shall be similarly reallocated among the States whose proportionate amounts are not so reduced. Any amount reallocated to a State under this subsection during a year shall be deemed part of its allotment under subsection (a) for such year.

Payments

SEC. 506. (a) From a State's allotment available for the purpose, the Federal share of expenditures, under its State plan, for the purpose set forth in section 503(b) shall be paid to such State. Such payments shall be made in advance on the basis of estimates by the Commissioner; and may be made in such installments as the Commissioner may determine, after making appropriate adjustments to take account of previously made overpayments or underpayments; except that no such payments shall be made for any fiscal year unless the Commissioner finds that the amount available for expenditures for adult basic educational programs and services from State sources for such year will be not less than the amount expended for such purposes from such sources during the preceding fiscal year.

(b) In any State which has a State plan approved under section 504(a) and in which the State educational agency is not authorized by law to make grants to a community action board or a private nonprofit agency as provided for in section 503(b), the Commissioner shall arrange for making grants to such board or agency on an equitable basis from the State's allotment under section 505.

(c) For the fiscal year ending June 30, 1967, the Federal share for each State shall be 90 per centum, and for each succeeding fiscal year shall be 80 per centum.

Operation of State Plans; Hearings and Judicial Review

SEC. 507. (a) Whenever the Commissioner, after reasonable notice and opportunity for hearing to the State educational agency administering a State plan approved under this title, finds that—

(1) the State plan has been so changed that it no longer complies with the provisions of section 504, or

(2) in the administration of the plan there is a failure to comply substantially with any such provision, the Commissioner shall notify such State agency that no further pay-

ments will be made to the State under this part (or in his discretion, that further payments to the State will be limited to programs under or portions of the State plan not affected by such failure), until he is satisfied that there will no longer be any failure to comply. Until he is so satisfied, no further payments may be made to such State under this part (or payments shall be limited to programs under or portions of the State plan not affected by such failure).

(b) A State educational agency dissatisfied with a final action of the Commissioner under section 504 or subsection (a) of this section may appeal to the United States court of appeals for the circuit in which the State is located, by filing a petition with such court within sixty days after such final action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Commissioner, or any officer designated by him for that purpose. The Commissioner thereupon shall file in the court the record of the proceedings on which he based his action, as provided in section 2112 of title 28, United States Code. Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part, temporarily or permanently, but until the filing of the record, the Commissioner may modify or set aside his order. The findings of the Commissioner as to the facts, if supported by substantial evidence, shall be conclusive, but the court, for good cause shown, may remand the case to the Commissioner to take further evidence, and the Commissioner may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence. The judgment of the court affirming or setting aside, in whole or in part, any action of the Commissioner shall be final, subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code. The commencement of proceedings under this subsection shall not, unless so specifically ordered by the court, operate as a stay of the Commissioner's action.

Teacher Training Projects

SEC. 508. The Commissioner shall allocate funds from graduate and teacher training programs assisted by the Federal Government under the National Defense Education Act and other applicable provisions of law to make grants to colleges and universities, State or local educational agencies, or other appropriate public or private nonprofit agencies or organizations to provide training to persons engaged or preparing to engage as instructors for individuals described in section 501, with such stipends and allowances, if any (including traveling and subsistence expenses), for persons undergoing such training and their dependents as the Commissioner may be or pursuant to regulation determine.

Small Neighborhood Programs

SEC. 509. In carrying out this title, special consideration shall be given to the support of small neighborhood programs adapted to the customs and practices of the residents that normally produce resistance to participation in more formal programs of adult basic education.

Miscellaneous

SEC. 510. For purposes of this title—

(1) The term "State educational agency" means the State board of education or other agency or officer primarily responsible for the State supervision of public elementary and secondary schools, or if different, the agency or officer primarily responsible for supervision of adult basic education in pub-

the schools whichever may be designated by the Governor or by State law, or, if there is no such agency or officer, an agency or officer designated by the Governor or by State law;

(2) The term "local education agency" means a board of education or other legally constituted local school authority having administrative control and direction of public elementary or secondary schools in a city, county, township, school district, or political subdivision in a State, except that if there is a separate board or other legally constituted local authority having administrative control and direction of adult basic education in public schools therein, it means such other board or authority;

(3) The term "private school agency" means an association or corporation operating or conducting programs of adult basic education, no part of the net earnings of which inures or may lawfully inure to the benefit of any private shareholder or individual.

Authorization of Appropriations

SEC. 511. The Commission shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the two succeeding fiscal years. For the purpose of carrying out this title, there is hereby authorized to be appropriated the sum of \$40,000,000 for the fiscal year ending June 30, 1967, and for the fiscal year ending June 30, 1968, and the fiscal year ending June 30, 1969, such sums may be appropriated as the Congress may hereafter authorize by law.

TITLE VI—RURAL LOANS AND MIGRANT PROGRAMS

Statement of Purpose

SEC. 601. It is the purpose of this title to provide a separate program of specialized assistance to residents of rural areas relying substantially on agricultural pursuits for income, who show promise of maintaining their livelihood in agriculture, or, with the liberalized benefits provided herein, show promise of ability to supplement their income or maintain or support themselves in nonagricultural enterprises.

Part A

SEC. 602. (a) The Secretary of Agriculture (hereinafter in this title referred to as the "Secretary") is authorized, acting through the Farmers' Home Administration, to make loans having a maximum maturity of 15 years and in amounts not exceeding \$3,500 outstanding at any one time to any low-income rural family where, in the judgment of the Secretary, such loans have a reasonable possibility of effecting a permanent increase in the income of such families by assisting or permitting them to—

(1) acquire or improve real estate or reduce encumbrances or erect improvements thereon,

(2) operate or improve the operation of farms not larger than family sized, including but not limited to the purchase of feed, seed, fertilizer, livestock, poultry, and equipment, or

(3) participate in cooperative associations; and/or to finance nonagricultural enterprises which will enable such families to supplement their income.

(b) Loans under this section shall be made only if the family is not qualified to obtain such funds by loan under other Federal programs.

(c) In carrying out this part in areas served by qualified community action boards, the Secretary shall utilize the services of such boards in developing programs under this part.

Cooperative Associations

SEC. 603. The Secretary is authorized to make loans to local cooperative associations furnishing essential processing, purchasing, or marketing services, supplies, or facilities predominantly to low-income rural families.

Limitations of Assistance

SEC. 604. No financial or other assistance shall be provided under this part unless the Secretary determines that—

(a) the providing of such assistance will materially further the purposes of this part, and

(b) in the case of assistance provided pursuant to section 603, the applicant is fulfilling or will fulfill a need for services, facilities, or activities which is not otherwise being met.

Loan Terms and Conditions

SEC. 605. Loans pursuant to sections 602 and 603 shall have such terms and conditions as the Secretary shall determine, subject to the following limitations:

(a) There is reasonable assurance of repayment of the loan;

(b) The credit is not otherwise available on reasonable terms from private sources or other Federal, State, or local programs;

(c) The amount of the loan, together with other funds available, is adequate to assure completion of the project or achievement of the purposes for which the loan is made;

(d) The loan bears interest at a rate not less than (1) a rate determined by the Secretary of the Treasury, taking into consideration the average market yield on outstanding Treasury obligations of comparable maturity, plus (2) such additional charge, if any, toward covering other costs of the program as the Treasury may determine to be consistent with its purposes;

(e) With respect to loans made pursuant to section 603, the loan is repayable within not more than thirty years; and

(f) No financial or other assistance shall be provided under this part to, or in connection with, any corporation or cooperative organization for the production of agricultural commodities or for manufacturing purposes: *Provided*, That packing, canning, cooking, freezing, or other processing used in preparing or marketing edible farm products, including dairy products, shall not be regarded as manufacturing merely by reason of the fact that it results in the creation of a new or different substance.

Part B

Assistance for Migrant, and Other Seasonally Employed, Agricultural Employees and Their Families

SEC. 611. (a) The Secretary is authorized to develop and implement programs of loans, loan guarantees, and grants to assist State and local agencies, private nonprofit institutions, and cooperatives in establishing, administering, and operating programs which aid migratory workers and seasonal farm laborers and their families, by bettering or helping them to better their present living conditions and providing programs which develop individual skills for permanent employment as well as developing permanent employment possibilities.

(b) The Secretary is authorized to make grants under this part to States to encourage them to develop a program, coordinated through regional arrangements or State compacts, to provide minimum standards of housing, sanitation, education, transportation, and other environmental conditions.

(c) The Secretary is authorized to make grants under this part for special programs (1) that will operate on mobile basis, following a migrant community through its entire seasonal flow, or (2) that provide return transportation and other appropriate assistance for migrants employed in seasonal operations who remain in an area after termination of their seasonal employment with the expectations of permanent employment, but are thereafter terminated from such employment.

(d) From the sums appropriated or allocated to carry out this part, the Secretary

may reserve up to \$1,000,000 to be used to conduct a study of methods of decasualizing the labor market, including, but not limited to, studies of the migrant labor streams and alternate occupations for migrants which will effect considerable reductions in the distance traveled by the worker, of training programs to adapt the worker to mechanized agricultural processes, and of training programs to prepare workers for complete removal from the migrant stream.

Part C

Authorization of Appropriations

SEC. 621. The Secretary shall carry out the program provided for in this title during the fiscal year ending June 30, 1967, and the two succeeding fiscal years. For the purpose of carrying out this title, there is hereby authorized to be appropriated the sum of \$55,000,000 for the fiscal year ending June 30, 1967, and for the fiscal year ending June 30, 1968, and the fiscal year ending June 30, 1969, such sums may be appropriated as the Congress may hereafter authorize by law.

TITLE VII—SPECIAL SMALL BUSINESS LOANS AND INCENTIVES

Statement of Purpose

SEC. 701. It is the purpose of this title to supplement the Human Investment Act of 1966 by assisting in the establishment, continuation, expansion, and strengthening of small business concerns owned by individuals who qualify under poverty standards set by the Director, and to assist in the establishment, or expansion of small business concerns which, by the nature of their business, hold substantial and continuing promise of employing substantial numbers of individuals with inadequate backgrounds of educational experience or skills.

Loans, Participations, and Guaranties

SEC. 702. The Administrator of the Small Business Administration (hereinafter in this title referred to as the "Administrator") is authorized to make, participate (on an immediate basis) in, or guarantee loans, repayable in not more than fifteen years, to any small business concern (as defined in section 3 of the Small Business Act (15 U.S.C. 632) and regulations issued thereunder), or to any qualified person seeking to establish such a concern, when he determines that such loans will assist in carrying out the purposes of this title, with particular emphasis on employment of the long-term unemployed: *Provided, however*, That no such loans shall be made, participated in, or guaranteed if the total of such Federal assistance to a single borrower outstanding at any one time would exceed \$25,000. The Administrator may defer payments on the principal of such loans for a grace period and use such other methods as he deems necessary and appropriate to assure the successful establishment and operation of such concern. The Administrator shall encourage, as far as possible, the participation of the private business community in the program of assistance to such concerns.

Coordination With Community Action Programs

SEC. 703. No financial assistance shall be provided under section 702 in any community for which the Director has approved a community action program pursuant to title III of this Act unless such financial assistance is determined by him to be consistent with such program.

Loan Terms and Conditions

SEC. 704. Loans made pursuant to section 702 (including immediate participation in and guaranties of such loans) shall have such terms and conditions as the Administrator shall determine, subject to the following limitations:

(a) There is reasonable assurance of repayment of the loan;

(b) The financial assistance is not otherwise available on reasonable terms from private sources or other Federal, State, or local programs;

(c) The amount of the loan, together with other funds available, is adequate to assure completion of the project or achievement of the purposes for which the loan is made;

(d) The loan bears interest at a rate not less than (1) a rate determined by the Secretary of the Treasury, taking into consideration the average market yield on outstanding Treasury obligations of comparable maturity, plus (2) such additional charge, if any, toward covering other costs of the program as the Administrator may determine to be consistent with its purposes: *Provided, however,* That the rate of interest charged on loans made in redevelopment areas designated under the Area Redevelopment Act (42 U.S.C. 2501 et seq.) shall not exceed the rate currently applicable to new loans made under section 6 of that Act (42 U.S.C. 2505); and

(e) Fees not in excess of amounts necessary to cover administrative expenses and probable losses may be required on loan guarantees.

Limitation on Financial Assistance

SEC. 705. No financial assistance shall be extended pursuant to this title where the Administrator determines that the assistance will be used in relocating establishments from one area to another or in financing subcontractors to enable them to undertake work theretofore performed in another area by other subcontractors or contractors.

Authorization of Appropriations

SEC. 706. The Administrator of the Small Business Administration shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the two succeeding fiscal years. For the purpose of carrying out this title, there is hereby authorized to be appropriated the sum of \$12,000,000 for the fiscal year ending June 30, 1967; and for the fiscal year ending June 30, 1968, and the fiscal year ending June 30, 1969, such sums may be appropriated as the Congress may hereafter authorize by law.

TITLE VIII—WORK EXPERIENCE

Statement of Purpose

SEC. 801. It is the purpose of this title to train and equip individuals inured to the perpetual cycle of public assistance and welfare to become self-supporting and capable of sustaining their families. In carrying out this purpose the Secretary of Health, Education, and Welfare shall have exclusive Federal authority and shall utilize and coordinate the facilities and programs available at State and local levels, including to the extent possible, those in the private and voluntary sector. The Secretary shall give special emphasis to equipping individuals with the motivation, discipline, and training necessary to hold permanent jobs in private, profitmaking enterprises.

SEC. 802. The Secretary of Health, Education, and Welfare (hereinafter referred to as the "Secretary") shall determine eligibility for programs under this title with due consideration to meeting the following criteria:

(a) Training offered to participants shall be constructive from the standpoint of upgrading the employability of individuals;

(b) Eligibility for public assistance of individuals and families shall continue without diminution during periods of participation;

(c) Participants may engage in gainful employment without pay from their employers for limited periods up to a maximum of two years: *Provided,* That the Secretary shall determine that they are not being exploited as a source of free labor;

(d) Participants employed under this title shall not displace or adversely affect regular employees (including substitute workers) or

additional workers who would otherwise be hired by employers participating in the program;

(e) Employment by private, profitmaking enterprises, or public or private nonprofit agencies, shall be approved by the Secretary only if the Secretary determines that there is a reasonable chance that the employer will hire the individual participant upon successful completion of the agreed upon training;

(f) All participants in the program shall be provided basic education as an integral part of their training if they have need for such education;

(g) To the extent possible, the Secretary shall utilize all existing Federal, State, local, and private programs to provide training and education to participants;

(h) In the event there is no existing program of education or training available to participants, the Secretary is authorized to make grants or contracts to provide such programs of assistance;

(i) In determining eligibility under this title, special emphasis shall be given to individuals with less than eight years of formal schooling who lack the background for effective performance as employees and citizens. Payments for Experimental, Pilot, and Demonstration Projects

SEC. 803. In order to stimulate the adoption of programs designed to help unemployed fathers and other needy persons to secure and retain employment or to attain or retain capability for self-support or personal independence, the Secretary of Health, Education, and Welfare is authorized to use funds appropriated or allocated to carry out this title to make payments for experimental, pilot, or demonstration projects under section 1115 of the Social Security Act (42 U.S.C. 1315), subject to the limitations contained in section 409(a) (1)–(6), inclusive, of such Act (42 U.S.C. 609(a) (1)–(6)), in addition to the sums otherwise available pursuant thereto. Workers in farm families with less than \$1,200 net family income shall be considered unemployed for the purposes of this title. The costs of such projects to the United States shall, notwithstanding the provisions of such Act, be met entirely from funds appropriated or allocated to carry out the purposes of this title.

Authorization of Applications

SEC. 804. The Secretary of Health, Education, and Welfare shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the two succeeding fiscal years. For the purpose of carrying out this title, there is hereby authorized to be appropriated the sum of \$200,000,000 for the fiscal year ending June 30, 1967, and for the fiscal year ending June 30, 1968, and the fiscal year ending June 30, 1969, such sums may be appropriated as the Congress may hereafter authorize by law.

TITLE IX—AUTOMATING THE EMPLOYMENT SERVICE

SEC. 901. Section 103 of the Manpower Development and Training Act of 1962 (Public Law 87-415), as amended is amended to read as follows:

"Sec. 103. (a) The Secretary of Labor is directed, using every appropriate facility, to develop, compile, and make available information regarding skill requirements, occupational outlook, job opportunities, labor supply in various skills, and employment trends on a National, State, area, or other appropriate basis which shall be used in the educational, training, counseling, and placement activities performed under this Act. In the administration of this Act, the Secretary shall give the highest priority to performing the duties prescribed by subsections (a) and (b) of this section with particular

emphasis on identifying and promoting those occupations, skills, industries and geographic areas in which the supply of qualified workers is insufficient to meet existing and foreseeable future needs. The sum of \$50,000,000 is hereby authorized to be appropriated for the purpose of carrying out the provisions of this subsection.

"(b) The Secretary of Labor is further directed to develop and establish in the United States Employment Service a program for matching the qualifications of job applicants with employer requirements on a local, interarea, and nationwide basis. Such program shall be designed to provide a quick and direct means of communication among local offices of the Service in the interarea and nationwide referral, recruiting, and placement of unemployed and underemployed workers, and the referral of workers to industries which need them wherever located throughout the Nation. In the development of such program, the Service shall establish a network utilizing electronic data processing and telecommunication systems for the storage, retrieval, and communication of job and worker information. The sum of \$20,000,000 is hereby authorized to be appropriated for the purpose of carrying out the provisions of this subsection."

SEC. 902. Section 104 of said Act, as amended, is amended to read as follows:

"Sec. 104. The Secretary of Labor shall make such reports and recommendations to the President as are appropriate pertaining to manpower requirements, resources, use, and training; and the President shall transmit to the Congress within sixty days after the beginning of each regular session (commencing with the year 1967) a report pertaining to manpower requirements, resources, utilization, and training. Such reports shall contain a specific and detailed account of the administration, utilization, and operation of the functions and activities prescribed by section 103 of this Act."

TITLE X—ADMINISTRATION AND COORDINATION

Repealers; Effective Dates

SEC. 1001. (a) The Economic Opportunity Act of 1964 is hereby repealed, effective June 30, 1966.

(b) This Act shall become effective June 30, 1966.

(c) Notwithstanding subsection (a), during the period between June 30, 1966, and January 1, 1967, the authority granted under the Economic Opportunity Act of 1964 may continue to be utilized to the extent necessary to permit the orderly transformation of programs being carried on under that Act into programs to be carried on under this Act. The authority to carry on a program under the Economic Opportunity Act of 1964 until January 1, 1967, shall be exercised by the officer charged with carrying out a similar program under this Act.

Economic Opportunity Council

SEC. 1002. (a) There is hereby established an Economic Opportunity Council, which shall meet at least quarterly to consult and devise methods to insure that antipoverty efforts conducted by all segments of the Federal Government are coordinated.

(b) The Council shall include the Director, who shall be Chairman, the Secretary of Defense, the Attorney General, the Secretary of the Interior, Agriculture, Commerce, Labor, Health, Education, and Welfare, Housing and Urban Development, the Administrator of the Small Business Administration, the Chairman of the Council of Economic Advisors, the Director of Selective Service, and such other agency who has primary responsibility for a program being carried out under this Act.

Labor Standards

SEC. 1003. All laborers and mechanics employed by contractors or subcontractors in the construction, alteration or repair, including painting and decorating of projects, buildings and works which are federally assisted under this Act shall be paid wages at rates not less than those prevailing on similar construction in the locality as determined by the Secretary of Labor in accordance with the Davis-Bacon Act, as amended (40 U.S.C. 276a—276a-5). The Secretary of Labor shall have, with respect to such labor standards, the authority and functions set forth in Reorganization Plan Numbered 14 of 1950 (15 F.R. 3176; 64 Stat. 1267; 5 U.S.C. 133—133z-15), and section 2 of the Act of June 13, 1934, as amended (48 Stat. 948, as amended; 40 U.S.C. 276(c)).

Reports

SEC. 1004. Not later than one hundred and twenty days after the close of each fiscal year, each officer charged with carrying out a program under this Act shall prepare and submit to the President for transmission to the Congress a full and complete report on the program he carries out for such fiscal year.

Definitions

SEC. 1005. As used in this Act:

(a) The term "State" means a State, the Commonwealth of Puerto Rico, the District of Columbia, Guam, American Samoa, or the Virgin Islands, and for purposes of title I and part A of title III such term includes the Trust Territory of the Pacific Islands; and the term "United States", when used in a geographical sense, includes the foregoing and all other places, continental or insular, including the Trust Territory of the Pacific Islands, subject to the jurisdiction of the United States.

(b) The term "agency", unless the context requires otherwise, means department, agency, or other component of a Federal, State, or local governmental entity.

(c) The term "family", in the case of a Job Corps enrollee, means—

- (1) the spouse or child of an enrollee, and
- (2) any other relative who draws substantial support from the enrollee.

Preference to Community Action Programs

SEC. 1006. To the extent feasible and consistent with the provisions of law governing any Federal program and with the purposes of this Act, the head of each Federal agency administering any Federal program is directed to give preference for any application for assistance or benefits which is made pursuant to or in connection with a community action program approved pursuant to title III of this Act.

Political Discrimination; Political Activity

SEC. 1007. (a) No officer or employee in the executive branch of the Federal Government shall make any inquiry concerning the political affiliation or belief of any person whose compensation is paid, in whole or in part, from sums appropriated to carry out this Act. All disclosures concerning such matters shall be ignored, except as to such membership in political parties or organizations as constitutes by law a disqualification for Government employment. No discrimination shall be exercised, threatened, or promised by any person in the executive branch of the Federal Government against or in favor of any person whose compensation is paid, in whole or in part, from sums appropriated to carry out this Act because of his political affiliations or beliefs, except as may be specifically authorized or required by law.

(b) No person whose compensation is paid, in whole or in part, from sums appropriated to carry out this Act shall take an active part in political management or in political campaigns, and no such officer or employee shall use his official authority or influence for the

purpose of interfering with an election or affecting the result thereof. All such persons shall retain the right to vote as they may choose and to express, in their private capacities, their opinions on all political subjects and candidates. This section shall not apply to officers or employees of the United States.

(c) Whenever the United States Civil Service Commission finds that any person has violated subsection (b), it shall, after giving due notice and opportunity for explanation to the person concerned, certify the facts to the Director with specific instructions as to discipline or dismissal or other corrective action.

Limitation of Staff Salaries

SEC. 1008. No person whose compensation exceeds \$6,000 per annum and is paid, in whole or in part from sums appropriated to carry out this Act shall be employed at a rate of compensation which exceeds by more than 20 per centum the salary which he was receiving in his immediately preceding employment, but the head of the agency who is charged by this Act with the administration of the program in which he is employed may grant exceptions for specific cases.

Prohibition of Federal Control

SEC. 1009. Nothing contained in this Act shall be construed to authorized any department, agency, officer, or employee of the United States to exercise any direction, supervision, or control over the curriculum, program of instruction, administration, or personnel of any educational institution or school system.

TITLE XI—TREATMENT OF INCOME FOR CERTAIN PUBLIC ASSISTANCE PURPOSES

Public Assistance

SEC. 1101. (a) Notwithstanding the provisions of titles I, IV, X, XIV, and XVI of the Social Security Act, a State plan approved under any such title shall provide that—

(1) the first \$85 plus one-half of the excess over \$85 of payments made to or on behalf of any person for or with respect to any month under title I, II, or III of this Act or any program assisted under such title shall not be regarded (A) as income or resources of such person in determining his need under such approved State plan, or (B) as income resources of any other individual in determining the need of such other individual under such approved State plan;

(2) no payments made to or on behalf of any person for or with respect to any month under such title or any such program shall be regarded as income or resources of any other individual in determining the need of such other individual under such approved State plan except to the extent made available to or for the benefit of such other individual; and

(3) no grant made to any family under title VI of this Act shall be regarded as income or resources of such family in determining the need of any member thereof under such approved State plan.

Mr. QUIE (interrupting the reading). Mr. Chairman, I ask unanimous consent that further reading of the amendment be dispensed with and that it be considered as read and printed in the RECORD.

The CHAIRMAN. Is there objection to the request of the gentleman from Minnesota?

There was no objection.

Mr. GIBBONS. Mr. Chairman, I move that the Committee do now rise.

The motion was agreed to.

Accordingly, the Committee rose; and the Speaker having resumed the chair, Mr. Brooks, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee,

having had under consideration the bill (H.R. 15111) to provide for continued progress in the Nation's war on poverty had come to no resolution thereon.

GENERAL LEAVE

Mr. GIBBONS. Mr. Speaker, I ask unanimous consent that all Members may have 5 days to revise and extend their remarks in the general debate on the amendments to the Economic Opportunity Act, which has just been concluded, and to include extraneous matter.

The SPEAKER. Is there objection to the request of the gentleman from Florida?

There was no objection.

HOUR OF MEETING TOMORROW

Mr. GIBBONS. Mr. Speaker, I ask unanimous consent that when the House adjourns today it adjourn to meet at 11 a.m. tomorrow.

The SPEAKER. Is there objection to the request of the gentleman from Florida?

Mr. ARENDS. Mr. Speaker, reserving the right to object—and I shall not object—I should like to reiterate what I said to the gentleman last night. I hope under the circumstances, since we came in early today and will come in early tomorrow, there will be no indication or effort on the part of the committee to foreclose debate at any given time.

Mr. GIBBONS. I reiterate my answer of yesterday today. I would hope we could move expeditiously through the debate without any curtailment of debate.

Mr. ARENDS. Mr. Speaker, I withdraw by reservation.

Mr. WILLIAM D. FORD. Mr. Speaker, reserving the right to object, I have observed that in spite of all our efforts to get to the large number of amendments, there have been nine quorum calls in the past 3 days. I hope that the gentleman on the other side will recognize where they have come from and keep that in mind when they hold us down on time. We have tried very hard. I hope they are not suggesting we have been trying to delay this.

Mr. Speaker, I withdraw my reservation.

Mr. ARENDS. Mr. Speaker, further reserving the right to object, may I say to the gentleman that this afternoon I took the time to count the membership on the floor of the House. Although we do not make a quorum call on a percentage basis, the gentleman might be informed that the attendance was as poor on that side as it was over here.

I withdraw my reservation, Mr. Speaker.

Mr. GOODELL. Mr. Speaker, reserving the right to object, I would say to the gentleman that a quorum call can only be made when there are fewer than 100 Members on the floor.

We are considering major legislation which involves many people in this country who are supposedly to benefit, as well as the taxpayers. I believe the least that can be asked is that there be 100 Members of Congress here to listen to the debate.

see through, but the mythmaking habit lives on in Bonn and in Washington. Franz-Josef Strauss and Gerhard Schroeder have in turn proven adept disciples of the old specter-raiser and willing collaborators have not been lacking in this Capital even after the departure of the Dulles brothers.

In fact, much of the nervousness in official Washington in connection with this week's visit by Chancellor Erhard springs from a series of long-cherished myths which some people in the Administration have begun to question but others remain determined to defend. A few topical examples:

A NUCLEAR PHOBIA

Myth: "The Germans" want nuclear weapons, and if they don't get them from us, they will turn elsewhere.

Fact: Public opinion polls have shown consistently that the overwhelming majority of ordinary Germans want to stay as far away from atomic weapons as possible. Bonn political leaders are so defensive on the subject that they rarely raise it in public; in Erhard's successful campaign for re-election last year, he never once mentioned it on the hustings.

The Social Democrats and Free Democrats, who together form a majority in the current Bundestag (parliament), have formally urged Erhard to renounce all claims to possession or "co-possession" of nuclear hardware. Backbenchers in his own Christian Democratic Union feel the same way.

Neither Russia, Britain nor China has ever shown the slightest disposition toward abetting German nuclear ambitions. As for the French, Strauss did evoke some interest among Paris officials in the last days of the Fourth Republic but Gen. de Gaulle spiked the idea firmly upon his return to power. He has been urging the United States for eight years to return an equally flat "no" to Bonn's nuclear hints. In the atomic field, as in others, Bonn has nowhere else to go but Washington.

"FEAR" IS POLITICAL

Myth: An East-West treaty to ban the spread of atomic arms would cause a political explosion among "the Germans," who are primarily worried about their security.

Fact: Parliamentary debates and party congresses this year have shown that there is a clear majority in Bonn to ratify a non-proliferation treaty and no political party, including Erhard's CDU, has dared attack the nonproliferation idea openly. In private, Bonn government opposition is based less on fear of Soviet attack than on the fear that East Germany would sign the pact and thus upgrade its international status.

A WELCOME PRUNING

Myth: "The Germans" would be upset if the Western allies reduced the number of their troops in West Germany.

Fact: Most ordinary Germans, especially those living near Allied garrisons and bases, probably would welcome a phasing out of the "occupation." There would be a shock if everyone went home at once, but a partial cutback (say, by two American and one British divisions) would hardly cause a ripple among the general public unless Bonn officials deliberately stirred up a storm.

As for these officials, their resistance to Allied troop reductions is primarily political, on two counts: (1) any dramatization of the East-West detente weakens their "hard" posture toward Poland, Czechoslovakia, Yugoslavia and other Eastern countries, and (2) any easing of external tensions tends to help the Social Democrats as the party of domestic reform.

PHANTOM EXPELLEES

Myth: The Bonn government cannot accept the present German frontiers and make peace with Poland and Czechoslovakia because of the "ten million" expellees who "control a fifth of the vote."

Fact: Of the original 9.6 million expellees, many have died, many were too young to remember the expulsion and most are thoroughly integrated into West German life. Separate expellee parties have failed dismally and the expellee lobbies that harass the democratic parties are frequently criticized as unrepresentative.

More important, the expellee organizations are largely a creation of the Bonn government; they could scarcely exist without the massive official subsidies they receive. Their main function is to persuade the outside world that Bonn officials "cannot" do what they do not wish to do in the first place.

THE EXTREMIST BOGEY

Myth: The present Bonn government led by Erhard, Schroeder and Defense Minister Kai-Uwe von Hassel must be propped up by the United States because it is "moderate." If it falls, "extremists," "Gaullists" or "neo-nationalists" will take over.

Fact: From the viewpoint of American efforts to relax tensions in Europe, the Erhard team has been as hard to budge as Adenauer in his heyday. If it falls, the main political beneficiaries will indisputably be the Social Democrats, whose foreign policy hero is not Otto von Bismarck but John F. Kennedy and whose domestic program is indistinguishable from the Great Society.

If the promotion of a stable democratic system in Germany remains one of the objectives of American policy, most nonofficial observers agree that a change of administrations must come sooner or later. The present period is at least as propitious as any other because there is no external crisis, both major parties are responsible and the rising younger generation is clearly being alienated by the stodgy conservatives so long in power.

The extent of youth's alienation is shown not only by voting statistics (the SPD has a clear majority of under-45s) but by some rather disturbing polls. For example, nearly half the Germans under 25 would rather live in some other country; a full third would prefer to be in the United States.

UNITY SECONDARY

Myth: "The Germans" are determined to reunify a single nation-state within the 1937 frontiers.

Fact: This is certainly the position of current Bonn policy-makers, some of whom were also in government service in 1937. But for many others—including nearly everyone under 35—the Eastern territories are lost irrevocably and "unity" in a single nation-state matters less than freedom and a decent life for the 17 million citizens of Communist East Germany. If that territory could become another Austria—free and open—most Germans on both banks of the Elbe would be satisfied.

A LIBELOUS STEREOTYPE

The underlying myth, therefore, is that "the Germans"—the stereotype conjured up by Bonn and Washington bureaucrats resisting a thaw in the cold war—bear any resemblance to the real German people.

In a way, the stereotype is a libel, for the 59 million citizens of West Germany, by and large, are as interested in peace and prosperity as any other people. Twenty-one years after the war, West Germany has grown up and can face the facts of life. The mystery is why the United States finds it so difficult to act accordingly.

As can be seen from this article, the argument that Germany desires nuclear weapons or that they would seek to develop their own if they were not allowed a share is one of the great myths of our time. It is clear that this "obstacle" to a nuclear nonproliferation is not an obstacle at all.

In view of this there surely should be no objection to the report of the Educational Committee To Halt Atomic Weapons Spread. It is my hope that the U.S. Government will redouble its efforts, remove the remaining obstacle and allow us to push forward along the long and difficult road to the day when nuclear war will no longer be a threat to mankind.

ECONOMIC OPPORTUNITY ACT AMENDMENTS

(Mr. HELSTOSKI (at the request of Mr. McFALL) was granted permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

Mr. HELSTOSKI. Mr. Speaker, I wish to take this opportunity to express my support for H.R. 15111, the 1966 amendments to the Economic Opportunity Act. I urge the House of Representatives to take action on this proposal so that the Office of Economic Opportunity may proceed with the urgent business of waging the war on poverty.

This legislation, as reported out of the Committee on Education and Labor, does not call for a great increase in appropriations. The total amount of money requested to support the nine programs throughout the country during fiscal year 1967 is \$1,750 million. This is only a modest increase over the \$1½ billion appropriated in fiscal 1966. The major purpose of the amendments is to continue and expand the more successful programs, improve those which have not yet demonstrated their effectiveness, and initiate several new projects in answer to specific, pressing needs.

H.R. 15111 provides for the expansion of three programs which have shown the greatest evidence of success—the Neighborhood Youth Corps, Headstart, and VISTA. The amendments ask for an authorization of \$496 million for the Neighborhood Youth Corps, as compared with the \$271 million obligated in fiscal year 1966. During fiscal year 1966, 528,296 persons between the ages of 16 and 21 were enrolled in 1,477 Neighborhood Youth Corps projects. Through this program these high school dropouts or potential dropouts have been given a second chance in life, a chance to continue their education, to return to school or to obtain a job. The proposed amendments offer several improvements in the Neighborhood Youth Corps program. Eligibility to enroll in the Corps would be extended beyond the present limits of 16 to 21 years of age to students in the 9th through 12th grades. The program would also be expanded to allow profit-making organizations to participate. The Neighborhood Youth Corps would finance the training costs for youths employed by such businesses and the employer would pay the wages. Greater emphasis would be placed on locating jobs which offer a chance for permanent careers to these young people, particularly those who will not return to school for future education. These improvements, along with the increased expenditure, will mean that the Neighborhood Youth Corps will be able to reach more

young people and give them new hope for the future.

We are all familiar with the outstanding accomplishments of the Headstart program over the last year and a half. This past summer 575,000 children were enrolled in preschool programs. But it is estimated that there are over 2 million children ages 3 to 5 who could benefit from Headstart programs. The proposed amendments ask that the funds for Headstart be increased from \$180 million in fiscal 1966 to \$352 million in fiscal year 1967. This will not only mean that the program can be extended to reach more children, but also that it can offer medical and dental diagnosis and care, in addition to educational service. More money will also enable more children to participate in year-round Headstart programs. The record of Headstart more than justifies the expansion requested in this legislation.

The third program to be enlarged under H.R. 15111 is VISTA, Volunteers in Service to America, whose appropriations would be doubled from \$15 million for fiscal year 1966 to \$31 million in fiscal year 1967. Currently 3,274 volunteers are in training and on the job, serving the Nation's poor and disadvantaged at settlement houses, on Indian reservations, in migrant worker camps, Appalachian mountain hollows, and neighborhood centers in slum neighborhoods. The VISTA program has not only benefited those for whom the volunteers worked, but also has been a broadening educational experience for many who have wished to be of service to their country.

I do not intend to mention all of the amendments proposed by this bill. They show evidence of much thoughtful consideration on the part of the committee responsible for this legislation. Some of the changes are for the purpose of tightening up the regulations in the Job Corps and the community action programs. Two new programs are proposed—the establishment of experimental projects related to the prevention and treatments of narcotic addicts, and a program of loans of up to \$300 to be given to low-income families to meet emergency needs.

Increased emphasis is being placed on job training for those formerly considered unemployable. The program employing the chronically unemployed in beautification projects would be replaced by a more comprehensive work-training program for the hard-core unemployed, especially those over 45 and nonwhite, in which they would work in many areas of public service, including health, education, safety, welfare, and conservation activities. The work experience programs under title V will be revised to provide greater coordination with the manpower and development training program and the State public employment offices. This reorganization should mean that those persons eligible for this program will be trained in a skill which is marketable and will be assisted in locating permanent employment.

Mr. Speaker, my examination of this bill has convinced me that its enactment is a necessity. The proposals are care-

fully conceived and are designed to expand successful programs and improve those which have received criticism. The additional emphasis on education and training should do much to overcome the inadequacies facing many of those who are poor. I urge favorable consideration and passage of this legislation.

This program has been the target of criticism from its inception, but, like any other program of this magnitude, there will be some deficiencies in its overall operation. One would not tear down an entire house just because the builder erred in the placement of light switches or outlets, or his painter used the wrong color paint on some wall. The proper way would be to make corrections of these errors to obtain an adequate product.

We have embarked on a program which has, in many instances, proven successful. This legislation will permit us to continue it and make corrections where there have been deficiencies.

Mr. Speaker, as I stated before, I support this program, and it is my hope that we will not spend the time and energy to tear it to shreds. I believe that the bill before us is good legislation and will, in time, remove much of the criticism leveled against it.

(Mr. CONYERS (at the request of Mr. McFALL) was granted permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

[Mr. CONYERS' remarks will appear hereafter in the Appendix.]

HEADSTART FOR WHAT?

(Mr. WILLIAMS (at the request of Mr. McFALL) was granted permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

Mr. WILLIAMS. Mr. Speaker, the widespread waste and mismanagement which have characterized the administration of the antipoverty program have been a source of serious concern to many Members of this body, myself included. It has been pointed out on numerous occasions that the overwhelming evidence indicates that instead of easing the plight of the impoverished, the war on poverty has served largely to line the pockets of bureaucrats and purchase new power for unscrupulous politicians.

Even more distressing is the fact that poverty funds have often been utilized by civil rights activists bent on inciting strife and civil disobedience. A well-documented article appearing in the September 26, 1966 edition of *Baron's*, a highly respected national publication, outlines the significant relationship between one federally financed poverty project in Mississippi and the militant black power movement. "The Story of the Child Development Group of Mississippi" is extremely timely this week when we are being asked to authorize \$1.750 billion to continue the poverty program.

I hope my colleagues will closely scrutinize this article since it dramatically

points up the necessity of amending the present law to prevent any recurrence of such a scandalous situation. Moreover, it confirms the view that poverty programs must be administered by responsible local citizens rather than irresponsible outside elements.

At this point, Mr. Speaker, I include the aforementioned article from *Baron's*, entitled "Headstart for What?" as part of my remarks:

HEADSTART FOR WHAT? THE STORY OF THE CHILD DEVELOPMENT GROUP OF MISSISSIPPI

(By Shirley Scheibla)

"No part of the (anti-poverty) funds appropriated by this paragraph shall be available for any grant until the (Office of Economic Opportunity) Director has determined that the grantee is qualified to administer the funds and programs involved in the proposed grant."—1966 anti-poverty program appropriation bill.

WASHINGTON.—Like thousands of others throughout the U.S., a group of poor little children in Shubuta, Miss., have been attending Head Start classes under federal auspices to prepare them for entering elementary school. They must have gotten a liberal education. For classes were held next door to, and run from the home of, a militant civil rights leader, Mrs. Allie Jones, chairman of the operation. Other groups used the home, too, including one woman in residence there accused of transporting persons for the purpose of prostitution. Civil rights meetings were held and according to signed affidavits, breaches of peace occurred and murder was attempted on the premises.

The Shubuta classes are just one example of scandalous Head Start operations, run with federal grants of \$7 million, by the Child Development Group of Mississippi (CDMG), an unincorporated organization controlled by leftist militant civil rights workers, representing chiefly the Student Non-Violent Coordinating Committee, the Congress of Racial Equality and others.

INCITING TO RIOT

SNCC, the Negro group which launched the cry, "black power," is led by Stokely Carmichael, who was recently arrested in Atlanta on charges of inciting to riot. Mr. Carmichael also has urged Negroes to refuse to serve in Vietnam. The National Director of CORE is Floyd McKissick, who declared on a television program last month: "Non-violence is a thing of the past. Most black people will not agree to be non-violent."

Investigation just completed by the Senate Appropriations Committee, the General Accounting Office, the Office of Economic Opportunity and Sen. JOHN C. STENNIS (D, Miss.) reveal that funds given to CDMG have been used to finance civil rights violence. Investigators have irrefutable evidence that those responsible for the Head Start program have paid money directly to SNCC, and that Head Start school rooms, kitchens, grounds and automobiles have been placed at the disposal of civil rights activities.

With its entire \$7 million grant already spent, the Child Development group has made a request for \$21 million to finance year-round operations. However, owing to the investigation, the Office of Opportunity has been asked to withhold further funds from CDMG. In the face of overwhelming evidence, the agency is expected momentarily to comply.

CHECK TO SNCC

Here is the almost incredible story. On May 18, 1965, OEO announced a grant of \$1.4 million to Mary Holmes Junior College, West Point, Miss., for a Head Start program. In less than two weeks, the college gave at least one check for \$200 to SNCC. (A photo-

stat of the cancelled check is in the files of Sen. STENNIS.)

The college then contracted with CDGM to carry out the whole program. Paul J. Cotter, investigator for the Senate Appropriations Committee, later testified that the college was "used merely as a conduit for the federal Head Start grant . . . to avoid the possibilities of a governor's veto." (Section 209 of the Economic Opportunity Act says a governor may not veto an OEO grant "to any institution of higher education.")

Sargent Shriver, who heads the War on Poverty, insisted that there was nothing unusual about finding a college to operate a Head Start program; OEO, he said, does so in many states. Mr. Shriver, however, failed to add that for the other Head Start programs, the National University Extension Association arranges one-week orientation courses for teachers. Mr. Shriver made an exception for CDGM and allowed it to give its own orientation courses. He also permitted the agency to select and train non-professional teachers from among the poor (in line, says OEO with the Economic Opportunity Act, which stresses maximum feasible participation of the poor in the War on Poverty).

The Group's Head Start program is unique in other respects, too. It doesn't come under the direction of local community action programs. Moreover, Senator STENNIS has discovered that most of its Head Start areas are identical with SNCC's organizing targets.

MILITANT ARM

CDGM began its statewide operations from its headquarters at Mount Beulah, a former Negro college at Edwards, Miss., which also happens to be the conference headquarters of the Delta Ministry, the militant Mississippi arm of the National Council of Churches. Perhaps the most outstanding member of the Delta Ministry is its associate director, the Reverend Warren McKenna. Herbert Philbrick, who was a Communist for the FBI, declared in Congressional testimony "When I was an active member of the Communist Party, I knew McKenna well as one of the leading collaborationists of and apologists for the Soviet Union. At one time we spoke together from the same platform at a Communist-sponsored youth rally."

Rev. McKenna also has been listed as a faculty member of the Samuel Adams School in Boston, the principal Communist Party training unit in New England. In 1957 in defiance of the U.S. State Department, he led a group of 41 young Americans into Red China. While there, he had his picture taken with Premier Chou En-lai.

Dr. A. D. Beittel, Chairman of the Board of CDGM, is also a member of the Board of Directors of the Delta Ministry.

The Reverend Arthur Thomas is a director of both the Delta Ministry and CDGM. Also on the CDGM board is Miss Thelma Barnes of the Greenville office of the Delta Ministry.

Of the 30 people who organized CDGM, 21 had militant civil rights backgrounds. Here are a few examples: Louis Grant, a field coordinator for CDGM, was a field organizer for SNCC and also a member of CORE in New York City. He was arrested on June 14, 1965, in connection with civil rights demonstrations in Jackson, Miss.

Frank Smith, Coordinator of the CDGM Community Staff, also was arrested in Jackson on the same date for the same reason. He is a member of both SNCC and CORE.

LAUNCHED CORE CHAPTER

Miss Jeanne Herron, Program Coordinator for CDGM, launched the CORE chapter in Philadelphia. John Harris, CDGM Field Coordinator, was a chapter chairman for SNCC and handled voter registration demonstrations.

R. Hunter Morey, a member of the CDGM central staff, has a business card which iden-

tifies him as a representative of both SNCC and CDGM. In effect, he is the Mississippi director for SNCC.

So much for who's who in CDGM. Shortly after its inception, it was in so much trouble that the General Accounting Office, the Senate Appropriations Committee and OEO itself started to investigate. They charged that \$1,129 of federal money was used to pay expenses, fines and bail of Head Start employees. When Jeanne Herron and Robert Dodge demonstrated on the U.S. Capitol grounds on August 9, 1965, against U.S. involvement in Vietnam, they were employed by CDGM headquarters.

Mr. Shriver finally got the CDGM to refund \$373 to OEO. In the other cases, he said the Group wasn't using federal money and that he could not control what Head Start employees did off duty.

The books of CDGM proved to be in chaotic condition, once Congressional investigators obtained them. On this score they told the Committee: "CDGM books and records were removed surreptitiously from the Mount Beulah headquarters and taken to New York City by the accountants. It took three days to get the books back to Mississippi."

In all, the investigators questioned expenditures of \$400,000. Here's what Senator STENNIS told the Appropriations Committee: "Checks on federal funds (were) . . . issued to individuals in the amount of \$100 each and charged to petty cash without supporting vouchers. Some of these checks were issued to individuals who had been arrested in connection with marching protests in Jackson. Checks were issued to individual members of the central staff . . . for many hundreds of dollars without supporting receipts . . . Thousands of dollars had been spent for supplies and equipment, much of which is placed in churches and other private buildings without adequate inventory or other records, and recovery this property is improbable if not impossible."

FEE OVERSTATED

Here are some excerpts from OEO's own Audit Findings and Recommendations: "The \$30,710 fee paid to the Delta Ministry at Mount Beulah for feeding and housing CDGM employees during the week of teacher orientation . . . appears to be overstated by approximately \$21,000 . . . We found documentary support for only 657 of the 831 persons who supposedly attended the conference . . .

"We found no evidence to support CDGM's non-federal share contribution of \$180,568. (Federal law requires grantees to provide at least 10% of the cost of Head Start projects.) The approved budget indicates that the non-federal share will consist of volunteers' services, donated equipment and facilities . . .

"Three thousand chairs . . . were purchased at a cost of about \$6,500, although the grant conditions prohibit project funds from being expended for the purchase of furniture . . . CDGM rents a fleet of about 12 automobiles. However, . . . no procedures or controls were in existence to restrict the use of such vehicles to official business."

Like the Committee investigators, OEO also questioned outlays totaling \$400,000. Its officials indicated they thought the matter should be cleared up before granting further funds.

GREENVILLE "SQUAT-IN"

Shortly thereafter, demonstrators broke into a locked empty building at the U.S. Air Force Base at Greenville, Miss., for a 29-hour "squat-in." Their leader was the aforementioned Rev. Thomas. At least three Mississippi newspapers quoted him as saying that one of the major purposes of the "squat-in" was to jar loose funds from OEO for the financing of CDGM.

After the demonstrators refused to obey

the U.S. Attorney General's order to leave, the Air Force brought in air policemen from four states to remove them. They had to carry out Rev. Thomas.

Here's what the Delta Democrat-Times reported on February 2, 1966: "Rev. Art Thomas . . . observed that most news stories he had seen made a point of saying that the demonstrators kicked, screamed, cursed and bit the airmen who were under orders to remove them from the building. Rev. Thomas said the demonstrators had considerable provocation for the cursing and abuse they heaped upon the airmen."

On the same date, the Commercial Appeal quoted Suffragan Episcopal Bishop Paul Moore, National Chairman of the Delta Ministry, as saying that the decision to carry out the Greenville operation "was made during a conference last week-end at Mt. Beulah."

REUTHER SPEAKS OUT

A few days later Walter Reuther spoke out. (Besides heading the United Auto Workers, he is Chairman of the Citizens Crusade Against Poverty, which achieved notoriety a couple of months later when it booed Sargent Shriver out of its meeting and staged a near-riot.) Said Mr. Reuther, "The poor of Mississippi need their faith in the federal government restored by immediate and vigorous federal action . . . Current delay in funding the pre-school program sponsored by the CDGM had produced great frustration and lack of faith in the intentions of the federal government. Poor children should not be made to pay the price of administrative delay." (Minutes of a CDGM board meeting on June 5, 1965, indicate that the CCAP had donated \$4,000 to the Group.)

When the Greenville operation failed to produce fresh federal funds for CDGM, the latter tried another tactic. It sent 48 of its Head Start students to Washington for three days. Accompanied by 25 teachers and parents and two nurses, they sang for members of Congress, toured the White House and presented a gift to Mrs. Lady Bird Johnson.

Meanwhile, CDGM was negotiating with OEO. The former managed to get a refund of \$4,223. While OEO auditors recommended that an additional \$12,338 be recovered, at last report it had not been.

"MERELY FORGIVEN"

Negotiations continued, and OEO finally got the items in question down to \$31,726. This, however, prompted Senator STENNIS to remark, "The unauthorized and questioned expenditures of \$400,000 were neither recovered nor explained; they were merely forgiven."

At OEO's suggestion, CDGM agreed to put \$35,000 in escrow, an amount they both deemed adequate to cover the questioned items. Subsequently, OEO gave the Group a grant of \$5.6 million for 1966.

Abuses, on a grander scale, continued. For three days in June 1966, about 200 participants in the so-called James Meredith march in Mississippi camped at and used the facilities of the Belzoni Head Start center. On June 24, the Reverend James F. McRee, Chairman of the Board of CDGM, fed several hundred Meredith marchers at the Canton Asbury Head Start center.

Asked why black power signs were displayed in its Head Start classrooms, CDGM declared, "Some buildings used by CDGM during the day serve as community centers which host a number of different activities during the evening . . . It would in no way reflect on CDGM for black power signs to be displayed in such a building in connection with the other organizations in the community it serves."

Still without any public explanation is why CDGM wrote checks to "employees" who did not live in Mississippi. For instance, one for \$101.29 and dated August 12, 1966, was

made out to Willie Watley, whose reported address at the time was Chicago.

THREATEN BOYCOTT

On July 22, 1966, a school day, the aforementioned Mrs. Allie Jones and three paid Head Start teachers visited at least two stores in Shubuta, Miss., during school hours to make demands not connected with Head Start classes. At both places the women presented a paper headed Shubuta Head Start Committee which said, "We, the members of the Community Planning and Improvement Committee . . . make these demands . . ." They included colored employees in all business concerns, more jobs, new factories and Negroes added to law enforcement agencies. They threatened to boycott Shubuta merchants unless the demands were met within one week. They carried out this threat, and on August 6 and 20 demonstrated in front of Shubuta stores.

Complaint affidavits signed by Shubuta citizens before the Mayor's Court of Shubuta testify that the following events took place at Mrs. Jones' Home:

April 7, 1966—John D. Smith, son-in-law of Mrs. Jones, disturbed the peace in the home. Joe Staten another son-in-law of Mrs. Jones, made threats with a shotgun in the yards of the home.

September 5, 1966—Rachel Smith (wife of John D. Smith and daughter of Mrs. Jones) "did unlawfully assault and attempt to take the life of John D. Smith with a 30-30 rifle."

September 5, 1966—Minnie Lee House, who makes her headquarters at the Jones home, unlawfully transported persons for the purpose of prostitution.

As for the physical condition of the Jones home, the local bank appraises it at \$1,000 maximum.

Here's what Committee investigators found regarding other CDGM Head Start centers: "Several centers were little more than four room shacks with bath, accommodating 60 to 80 children with a staff of 10 or more. They were over-crowded and in soiled condition."

For its centers, CDGM paid rents ranging from \$140 to \$400 a month, "while their owners went out and rented better accommodations for the going rate of \$35 to \$37.50 a month," according to investigators.

As a rule, Head Start programs, like other anti-poverty measures, come under the direction of local groups overseeing all anti-poverty Community Action Programs. However, this is not true of the CDGM Head Start program. The Group supervises its own work in 28 counties and is responsible only to OEO.

SITUATION IN GULFPORT

Here's how Taylor Howard, President of the Harrison County Civic and Voters League of Gulfport, describes his local situation: "We have petitioned the Board of Supervisors of Harrison County to assist in creating a workable Community Action Committee . . . so we can bring all these poverty programs under one county committee. We feel that programs would be better managed. In our effort to help in this we have been vilified, and outright interference with public meetings has been one of the tactics used by CDGM personnel in . . . Harrison County . . ."

Meantime, CDGM is enthusiastic about its efforts. As noted, it wants to enlarge Head Start to a year-round program. It originally asked OEO for \$41 million, but was persuaded to scale down the figure to \$21 million.

So far, OEO appears to be succeeding beyond its wildest expectations in getting money from Congress for its nationwide Head Start Program. It requested \$327 million for the program for fiscal 1967, but the Senate Labor Committee last week voted \$527 million for Head Start, following a vote for \$352 million by the House Labor Committee. The Senate Committee also approved \$2.5 bil-

lion in spending authority for OEO—nearly \$750 million more than the agency requested.

Head Start often has been called the most popular of the programs of the War on Poverty. Who, it is argued, can be against help for poor little children? But who, on the other hand, wants them to be taught by members of organizations charged with inciting riots? And who wants Head Start money to be used to finance riots?

(Mr. SCHMIDHAUSER (at the request of Mr. McFALL) was granted permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

[Mr. SCHMIDHAUSER'S remarks will appear hereafter in the Appendix.]

LEAVE OF ABSENCE

By unanimous consent, leave of absence was granted to Mr. MEEDS (at the request of Mrs. HANSEN of Washington), for Tuesday, September 27, and Wednesday, September 28, on account of official business.

SPECIAL ORDERS GRANTED

By unanimous consent, permission to address the House, following the legislative program and any special orders heretofore entered, was granted to:

Mr. HALPERN (at the request of Mr. SKUBITZ), for 10 minutes, today; to revise and extend his remarks and to include extraneous matter.

Mr. HALPERN (at the request of Mr. SKUBITZ), for 10 minutes, on September 29; to revise and extend his remarks and to include extraneous matter.

Mr. FINDLEY (at the request of Mr. SKUBITZ), for 30 minutes, today; to revise and extend his remarks and to include extraneous matter.

EXTENSION OF REMARKS

By unanimous consent, permission to extend remarks in the Appendix of the RECORD, or to revise and extend remarks, was granted to:

Mr. BUCHANAN to revise and extend his remarks during the debate on the poverty amendments today, and to include extraneous matter.

Mr. YATES and to include extraneous matter.

Mr. QUIE to include extraneous matter in his remarks made during general debate today.

(The following Members (at the request of Mr. SKUBITZ) and to include extraneous matter:)

Mr. HOSMER in two instances.

Mr. DERWINSKI in two instances.

Mrs. DWYER.

Mr. HARVEY of Indiana.

Mr. FINO.

Mr. RUMSFELD in three instances.

Mr. BOB WILSON in three instances.

Mr. CLEVELAND.

Mr. GOODELL as part of the debate in Committee of the Whole.

(The following Members (at the request of Mr. McFALL) and to include extraneous matter:)

Mr. CELLER.

Mr. RYAN in three instances.

Mr. POWELL in two instances.

Mr. JONES of Alabama.

Mr. HUNGATE.

Mr. GONZALEZ in two instances.

Mr. MATSUNAGA in four instances.

Mr. MOORHEAD in six instances.

Mr. MULTER in three instances.

Mr. O'HARA of Michigan.

Mr. JOELSON.

Mr. MARSH in four instances.

Mr. SIKES in five instances.

Mr. REUSS in six instances.

Mr. SCHISLER.

Mr. MURPHY of New York.

Mr. WILLIAMS in two instances.

SENATE BILLS REFERRED

Bills of the Senate of the following titles were taken from the Speaker's table and, under the rule, referred as follows:

S. 2040. An act for the relief of Dr. Dean H. Gosselin; to the Committee on the Judiciary.

S. 2462. An act for the relief of Arturo D. Lagasca, Jr.; to the Committee on the Judiciary.

S. 2467. An act for the relief of Rosa Agostion; to the Committee on the Judiciary.

S. 2513. An act for the relief of Dr. Anselmo S. Alvarez-Gomez; to the Committee on the Judiciary.

S. 2543. An act for the relief of Dr. Maria Yolanda Rafaela Miranda y Monteagudo; to the Committee on the Judiciary.

S. 2587. An act for the relief of Dr. Hilda W. Perez de Gonzalez; to the Committee on the Judiciary.

S. 2754. An act for the relief of Dr. Julio Valdes-Rodriguez; to the Committee on the Judiciary.

S. 2757. An act for the relief of Dr. Alberto Fernandez-Bravo y Amat; to the Committee on the Judiciary.

S. 2762. An act for the relief of Dr. Rafael Jacinto Nobo y Pividal (Rafael Nobo); to the Committee on the Judiciary.

S. 2763. An act for the relief of Dr. Marcial Alfredo Marti Prieto (Alfredo Marti); to the Committee on the Judiciary.

S. 3016. An act for the relief of Dr. Hector Jesus Sanchez-Hernandez; to the Committee on the Judiciary.

S. 3209. An act for the relief of Zofia Zych; to the Committee on the Judiciary.

S. 3300. An act for the relief of Setsuko Wilson (nee Hiranaka); to the Committee on the Judiciary.

S. 3358. An act for the relief of Theodora Bezates; to the Committee on the Judiciary.

S. 3568. An act for the relief of Wen Shi Yu; to the Committee on the Judiciary.

S. 3817. An act to authorize the merger of two or more professional football leagues, and to protect football contests between secondary schools from professional football telecasts; to the Committee on the Judiciary.

ENROLLED BILLS SIGNED

Mr. BURLESON, from the Committee on House Administration, reported that that committee had examined and found truly enrolled bills of the House of the following titles, which were thereupon signed by the Speaker:

H.R. 483. An act to amend section 2056 of the Internal Revenue Code of 1954 relating to the effect of disclaimers on the allowance of the marital deduction for estate tax purposes, and for other purposes;

H.R. 7546. An act for the relief of Gilmour C. MacDonald, colonel, U.S. Air Force (retired);

DIGEST of Congressional Proceedings

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Issued Sept. 29, 1966
For actions of Sept. 28, 1966
89th-2nd; No. 164

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HIGHLIGHTS: House debated poverty bill. Both Houses passed continuing appropriations measure. Rep. Kastenmeier introduced and discussed bills to provide family farm financing, milk indemnity programs, and school lunch priorities.

HOUSE

1. POVERTY. Continued debate on H. R. 15111, to continue various programs under the Economic Opportunity Act. Agreed to several amendments regarding the Job Corps. pp. 23136-95, 23226-45
2. APPROPRIATIONS. Both Houses passed without amendment H. J. Res. 1308, continuing appropriations, pending enactment of the remaining regular appropriation bills, through Oct. 22. This measure will now be sent to the President. Rep. Mahon inserted a summary of action on budget estimates in appropriation bills during this session. pp. 23128-33, 23341-2

3. FOOD FOR PEACE. Rep. McCormack inserted a letter from Secretary Rusk favoring the conference committee's provision regarding trade with North Vietnam or Cuba in H. R. 14929, the food-for-peace bill. pp. 23127-8
4. DAIRY INDUSTRY. Rep. Randall asked consideration of the possibility of deferring dairymen from selective service. p. 23214
5. HISTORIC SITES; BANKING; TAXATION. The Rules Committee reported a resolution for consideration of S. 3035, to establish a program for preservation of additional historic properties throughout the Nation; H. R. 17899, to strengthen and regulatory and supervisory authority of Federal agencies over insured banks and insured savings and loan associations, etc.; and H. R. 17607, to suspend the investment credit and allowance of accelerated depreciation in the case of certain real property. p. 23246
6. HOLIDAYS. The Judiciary Committee reported H. R. 15699, to establish a Commission on National Observances and Holidays to consider proposals for such occasions and make recommendations to the President (H. Rept. 2105). p. 23246
7. LANDS. The Interior and Insular Affairs Committee reported with amendment S. 1674, to authorize the Interior Department to make disposition of geothermal steam and associated resources (H. Rept. 2140). p. 23246
8. DISASTER RELIEF. The Public Works Committee reported with amendment S. 1861, to provide additional assistance for areas suffering a major disaster (H. Rept. 2141). p. 23246
9. SALT WATER; ELECTRIFICATION. The Joint Atomic Energy Committee reported H. R. 17558, to authorize the Atomic Energy Commission to enter into a cooperative arrangement for a large-scale combination nuclear power-desalting project (H. Rept. 2145). p. 23246
10. RETIREMENT. The Post Office and Civil Service Committee voted to report (but did not actually report) S. 699, to provide for inclusion of periods of reemployment of annuitants under the Civil Service Retirement Act for the purpose of computing annuities of their surviving spouses. p. D927

SENATE

11. LABOR-HEW APPROPRIATION BILL. Passed, 65-3, with amendments this bill, H. R. 14745. Senate conferees were appointed. pp. 23289-344
12. TRANSPORTATION. The Government Operations Committee reported without recommendation H. R. 15963, and with amendment S. 3010, to establish a Department of Transportation (S. Repts. 1660, 1659) (p. 23249). S. 3010 was printed in the Record and made the unfinished business (pp. 23356-63).
13. FORESTRY. Received from the Comptroller General a report on "need for effective controls over timber-cutting practices in Pacific Northwest Region, Forest Service"; to Government Operations Committee. pp. 23249-50
14. FOREIGN-AID APPROPRIATION BILL. The Appropriations Committee reported with amendments this bill, H. R. 17788 (S. Rept. 1663) p. 23250

be required to pay \$150 a month; and an O-10, a general, would be required to pay \$250 a month. However, under no circumstances would the monthly contribution of the Federal Government exceed \$350 per month.

Mr. CAREY. Mr. Speaker, will the distinguished chairman yield further?

Mr. RIVERS of South Carolina. I am glad to yield the gentleman from New York.

Mr. CAREY. Mr. Speaker, I want to bear down on this one point. I believe we can all agree that a person who is mentally retarded is seriously handicapped, and a person who is deaf is seriously handicapped, and a person who is emotionally disturbed is seriously handicapped.

The point is, as to the seriousness of the handicap itself, as soon as the child is found to be emotionally retarded or emotionally disturbed or deaf in the sense that deafness is recognized by the States, that is serious enough to receive benefits under this bill?

Mr. RIVERS of South Carolina. The bill states "moderately" or "seriously," so I think the gentleman's point is covered.

Mr. HALL. Mr. Speaker, will the gentleman yield?

Mr. RIVERS of South Carolina. I am delighted to yield to the gentleman from Missouri, Dr. HALL, a distinguished member of our committee.

Mr. Speaker, I do not know anyone who has contributed more to this program than Dr. HALL.

Mr. HALL. Mr. Speaker, I appreciate the distinguished chairman yielding.

I simply want to say, as a member of the Committee on Armed Services, that I am happy to concur in the recommendations contained in the conference report on H.R. 14088 and strongly recommend its approval by this body.

I would like to point out, in addition to passing the House unanimously, all the conferees of the House have agreed to the statement on the part of the managers in the conference report. The action taken by the conferees on the final form, as given by our distinguished colleague from South Carolina [Mr. RIVERS] is complete and thorough. It requires little elaboration.

I would simply like to add, for emphasis, that enactment of this legislation will complete the medicare program originally initiated for active duty dependents and military retirees and their dependents in 1956. This has been a good program, I can tell the Members as a user in civilian life as well as a member of the Armed Services Committee.

As far as the gentleman's request is concerned about additional care of the mentally unsound, I would point out that as a result of the conference work, this also includes spouses as well as the children, as originally passed by the House.

This legislation is sorely needed. Anyone who lives 100 to 125 miles away from the post camps, with many children, while her husband is serving overseas, certainly knows the need for this legislation.

It is less expensive than either the House or the Senate version, as it comes

back from the distinguished conferees. It is designed to fill the gaping holes in the medical services available to families of our Armed Forces. I am delighted to endorse this legislation for true medicare for dependents of our armed services personnel and I am sure it will receive the enthusiastic support of every Member of this body. I join with and associate myself with the distinguished chairman.

(Mr. HALL asked and was given permission to revise and extend his remarks.)

Mr. RIVERS of South Carolina. Mr. Speaker, before I close I wish to say I am acting today on behalf of the distinguished chairman of the subcommittee, the gentleman from Louisiana [Mr. HEBERT], who handled this. I cannot adequately praise Mr. HEBERT's subcommittee and his work, as well as that of the ranking minority Member, the gentleman from Indiana [Mr. BRAY], in this area. They did a magnificent job, and I believe they deserve the thanks of every single man and woman in the military and of every single person in America for the fine job they have done on this legislation.

The SPEAKER. The question is on agreeing to the conference report.

The conference report was agreed to. A motion to reconsider was laid on the table.

DISTRICT OF COLUMBIA POLICE AND FIREMEN'S SALARY ACT OF 1958

Mr. McMILLAN. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the bill (H.R. 15857) to amend the District of Columbia Police and Firemen's Salary Act of 1958 to increase salaries of officers and members of the Metropolitan Police force and the Fire Department, and for other purposes, with Senate amendments thereto, disagree to the Senate amendments, and request a conference with the Senate.

The SPEAKER. Is there objection to the request of the gentleman from South Carolina? The Chair hears none, and appoints the following conferees: Messrs. McMILLAN, WHITENER, DOWDY, NELSEN, HORTON, and BROXHILL of Virginia.

AMENDING THE CHARTER OF SOUTHEASTERN UNIVERSITY OF THE DISTRICT OF COLUMBIA

Mr. McMILLAN. Mr. Speaker, I ask unanimous consent to take from the Speaker's desk the bill (H.R. 16608) to amend the charter of Southeastern University of the District of Columbia, with a Senate amendment thereto, and concur in the Senate amendment.

The Clerk read the title of the bill.

The Clerk read the Senate amendment, as follows:

Page 2, line 4, strike out all after "trustees." down to and including line 12 and insert "Each trustee shall be elected for a term of office of three years from the date of expiration of the term for which his predecessor was elected; except that (1) in expanding or reducing the number of trustees un-

der this Act, the board of trustees shall have the authority to fix or adjust the terms of office of such additional or remaining trustees, as the case may be; so that the terms of office of not more than one-third of the trustees shall expire annually; and (2) a trustee elected to fill a vacancy occurring prior to the expiration of the term for which his predecessor was appointed shall be elected only for the unexpired term of such predecessor."

Mr. McMILLAN. Mr. Speaker, the purpose of the bill H.R. 16608 is to amend the Charter Act of Southeastern University of the District of Columbia (50 Stat. 697, approved August 19, 1937) in two respects:

First. To increase the number of members of the board of trustees of the university corporation to a maximum of 30—in place of the present maximum of 21—and to provide for the election of the members of the board of trustees by the board itself, rather than by the board of managers of the Young Men's Christian Association of the City of Washington.

Second. To provide that the income of the university corporation shall be applied to the maintenance, endowment, promotion, and advancement only of the university, rather than be divided between the university and the Young Men's Christian Association of the City of Washington, as provided by the charter.

The proposed changes to the university's charter provided by the bill are as follows:

First. Section 1 of H.R. 16608 rewrites section 3 of the charter act so as to place the management of the university in the hands of a board of trustees of not less than 9 nor more than 30 in number, one-third of whom shall be graduates of the university of qualifications prescribed by the board, nominated by the alumni, and elected by the board.

Present law provides for a board of trustees of not less than 9 nor more than 21 members, who shall be graduates of the university, and of qualifications prescribed by the board of managers of the YMCA of Washington.

The aim of the bill in this regard is to help establish the university and its board of trustees as an independent, self-governing entity.

The amendment added by the Senate would provide that, in increasing the number of trustees—from 21 to 30—the board of trustees shall have the authority to adjust the terms of office of the additional or remaining trustees, so that the terms of not more than one-third of the trustees shall expire each year.

This is deemed clarifying language, and the House Committee on the District of Columbia concurs in the Senate amendment.

Second. Section 2 of H.R. 16608 amends section 6 of the Charter Act to give the university exclusive control of its own funds, by providing that the income of the university corporation shall be applied to the maintenance, endowment, promotion, and advancement only of the university, rather than be divided between the university and the Young

Men's Christian Association of the city of Washington, as is provided by the charter.

Both these changes, in the judgment of the board of directors of the YMCA and in the judgment of the board of trustees of the university, are essential to the continued growth and improvement of the university and to its higher education.

The executive committee of the board of directors of the YMCA—which is empowered to act for the board of directors of the YMCA—on July 18, 1966, approved the proposed changes in the charter. Similar action approving the changes was taken by the board of trustees of the university prior to the action of the board of directors.

The SPEAKER. Is there objection to the request of the gentleman from South Carolina?

There was no objection.

The Senate amendment was concurred in.

A motion to reconsider was laid on the table.

CORRECTION OF THE RECORD

Mr. PUCINSKI. Mr. Speaker, on page 23053 of the CONGRESSIONAL RECORD for yesterday I am reported as saying:

We are in our sixth year of the war on poverty.

The RECORD should read:

We are in our sixth year of continuous prosperity.

I ask unanimous consent that the RECORD be so corrected.

The SPEAKER. Is there objection to the request of the gentleman from Illinois?

There was no objection.

ECONOMIC OPPORTUNITY AMENDMENTS OF 1966

Mr. GIBBONS. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the State of the Union for the further consideration of the bill (H.R. 15111) to provide for continued progress in the Nation's war on poverty.

The motion was agreed to.

IN THE COMMITTEE OF THE WHOLE

Accordingly, the House resolved itself into the Committee of the Whole House on the State of the Union for the further consideration of the bill H.R. 15111, with Mr. BROOKS in the chair.

The Clerk read the title of the bill.

The CHAIRMAN. When the Committee rose on yesterday there was pending the amendment in the nature of a substitute offered by the gentleman from Minnesota [Mr. QUIE].

The Chair recognizes the gentleman from Minnesota [Mr. QUIE].

(Mr. QUIE asked and was given permission to revise and extend his remarks.)

(By unanimous consent, Mr. QUIE was allowed to proceed for 5 additional minutes.)

Mr. QUIE. Mr. Chairman, the Opportunity Crusade Act, which I have offered as a substitute, is a complete sub-

stitute for the Economic Opportunity Act.

For the past 2 years we in the minority have raised our voices in opposition to the way OEO has operated this program. We have looked at the shortcomings.

We realize at this juncture that much of this program must be on-going and that we need to make corrections now which appear somewhat different from the substitute proposal we offered 2 years ago.

I might point out that we did offer a substitute, which was offered by the gentleman from New Jersey [Mr. FRELINGHUYSEN], in 1964. Our intent then was to make this program work. It is still our intent. When an unworkable bill is offered as was the case in the last 2 years we vote against it. But now the Opportunity Crusade Act, if it is adopted, will make changes in each of the titles of the present antipoverty law. One of the most important features of the Opportunity Crusade Act is to remove from the Office of Economic Opportunity all of the present programs with the exception of Community Action and VISTA. It proposes to place the Job Corps program and the Neighborhood Youth Corps under the Department of Labor. The Department of Labor now handles the Manpower Development and Training Act. We heard in the first 2 days of debate on this bill that there is insufficient coordination. If you could put all of the training programs under the Department of Labor, then you would get that coordination. The Department of Labor, which now has the responsibility of securing people to participate in the Job Corps, would be able to determine which of the various programs they administered they could fit in best—the Manpower Development and Training Act or the type of training where they remain in their homes, in the Neighborhood Youth Corps or, if they need a change in environment, they could put them in the Job Corps.

Mr. RUMSFELD. Mr. Chairman, I make the point of order that a quorum is not present.

The CHAIRMAN. The Chair will count. [After counting.] Eighty-two Members are present, not a quorum. The Clerk will call the roll.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 313]

Adair	Farbstein	Mathias
Albert	Fisher	Meeds
Andrews,	Flood	Miller
Glenn	Flynt	Monagan
Aspinall	Fogarty	Moore
Bow	Gray	Morrison
Cahill	Greigg	Morse
Callaway	Griffiths	Moss
Carter	Hagan, Ga.	Murray
Celler	Hanna	Nedzi
Chelf	Harsha	O'Hara, Ill.
Clark	Hébert	O'Konski
Clausen,	Herlong	Olsen, Mont.
Don H.	Howard	Pelly
Cooley	Huot	Philbin
Daddario	Jones, Mo.	Pirnie
Daniels	Karth	Poage
Derwinski	Kee	Redlin
Dickinson	King, N.Y.	Reid, N.Y.
Donohue	Kirwan	Resnick
Duncan, Oreg.	Kluczynski	Reuss
Dyal	Landrum	Rivers, Alaska
Edwards, Ala.	McClory	Robison
Ellsworth	Martin, Ala.	Rogers, Tex.
Evans, Colo.	Martin, Mass.	Roncallo

St Germain
Scott
Smith, Calif.
Stephens
Teague, Calif.
Toll

Tupper
Utt
Walker, Miss.
Watkins
White, Idaho
Williams

Willis
Wilson,
Charles H.
Wright

Accordingly, the Committee rose; and the Speaker having resumed the chair, Mr. BROOKS, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill H.R. 15111, and finding itself without a quorum, he had directed the roll to be called, when 340 Members responded to their names, a quorum, and he submitted herewith the names of the absentees to be spread upon the Journal.

The Committee resumed its sitting.

The CHAIRMAN. When the Committee rose, the gentleman from Minnesota [Mr. QUIE] had consumed 2 minutes. The gentleman from Minnesota has 8 minutes remaining.

Mr. QUIE. Mr. Chairman, carrying on from the explanation I began before the quorum call, I repeat that we would transfer all the activities of the Office of Economic Opportunity to existing agencies.

This would place the Job Corps and the Neighborhood Youth Corps under the Department of Labor.

Also, Headstart and the adult education program would be under the Office of Education. I believe it is extremely important, at this juncture, after a preschool program has been started by title I of the Elementary and Secondary School Act, that these be administered by one agency. The schools I have been in correspondence with and the school administrators with whom I have communicated have told me time and again the difficulty it would make for them to have two agencies of Government handling preschool activities, both the Office of Economic Opportunity and the Office of Education. All of the innovation which could be accomplished by the Office of Economic Opportunity could be accomplished by the Office of Education.

We would require in the substitute that the community action councils be utilized in making certain, in preschool education, the involvement of both the children and the parents.

I also point out that loans to poor farmers would be handled entirely by the Farmers' Home Administration. When one watches the operation of this program, one sees the program has already been delegated to the Farmers' Home Administration. There is no reason why it should not be entirely handled by them.

The same is true with respect to loans to the poor under the Small Business Administration. They would be handled entirely by them.

Title V, the work experience program, would be administered by the Department of Health, Education, Welfare. We have testimony, which I will later put in the RECORD, from the Secretary of HEW explaining how well the program is working now and really the confusion which would occur if the committee's amendment transferring part of the authority to the Department of Labor were enacted into law.

As far as the money is concerned, there is \$300 million less of Federal money provided in the Opportunity Crusade Act. However, this does not mean that there would be less money available for the poverty war. So, if anyone is interested in cutting back the money of the anti-poverty programs in the United States, this would not be the way to do it. I say that because I believe that properly run we can work toward the elimination of poverty and this money could wisely be spent, but in order to do it we would have to make, I believe, amendment to the law which the Opportunity Crusade Act would do.

We provide for a State bonus plan where, if there is any program that is especially adapted to a State, for every dollar the State would put up the Federal Government would put up an additional dollar. This would bring about greater coordination and liaison between the State governments and the Federal Government. One of the breakdowns of our federal system has occurred in the so-called Economic Opportunity Act where States have been circumvented in all too many cases. In fact, sometimes even local governments have. This would bring about a wedding of the States and the Federal Government. The Job Corps amendments which we have to offer are aimed at eliminating the criticism you have heard from us and that you have read in the press all across the country of excessive expenditures and maladministration and poor economy. These would be revamped and we would set up an evaluation and screening process for the applicants in coordination with existing manpower and vocational programs. More effective discipline and security in the camps would be brought about and we would provide for the dismissal of enrollees convicted of felonies. There would be a \$5,000 restriction on the annual cost per enrollee. I want to inform you now that criminal violations by the applicant do not disqualify him under our bill for the Job Corps. What we want to know is their criminal record that they had before they came to the camp so that there will be adequate handling of them after they reach the camp.

The most important feature I will be stressing in the community action program or title II of the bill is the involvement of the poor themselves. To me the one genius that should be recognized in the Economic Opportunity Act is the possibility that poor people could fill a part of the program and be a part of the administration of it. People have asked before, How can this be done? They only need to look back on an excellent program, the cooperative extension program, which has been on our books for many years. There was a proposal to cut back on funds this year, and Congress refused to do it. Here the poor farmers in this program have been involved on the planning boards of extension committees in the counties throughout the country, and they have proven that this can be done. You can look at some community action programs in the country in various parts where the poor have been actively involved and

they have operated well. We see a sense of hope developing among the poor; and we see in city after city where they are denied this voice the kind of violence that has occurred in so many of those cities. There we know that this genius of involvement of the poor must be written into the law itself so that the political influence of those who administer the program will not cause them to say, "Well, in this case you do not have to involve the poor." This to me is the key for eliminating poverty in the country. As we see what has happened over many years in this country, where your parents and your grandparents and your great-grandparents undoubtedly lived in poverty at one time, just as mine did, we now see the new generations have come out of poverty. They have hope. These people are involved in bettering themselves, and we will bring this about through the amendments to the community action program wherein we specify specifically that at least one-third must be of the poor. We lay out the guidelines for the poor and we select their representatives.

Some people have said that if the poor could run these programs, they would not be that poor if they had that ability. Well, we are not talking about the poor running the programs, but we are talking about the poor picking the people who can represent them. They may not pick a person who is poor to represent them, but they feel that that is their individual, their man, whom they can speak to and feel they can have their voice heard in the community action board.

Mr. WAGGONNER. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentleman from Louisiana.

Mr. WAGGONNER. Mr. Chairman, I thank the gentleman from Minnesota for yielding.

Mr. Chairman, perhaps I misunderstood the gentleman's explanation on this point with reference to his substitute proposal. So I ask the question.

Did I correctly understand the gentleman from Minnesota to say that his substitute proposal would reduce, by some \$300 million, the amount of money authorized for this program, but that, in turn, did not necessarily mean that less money would be expended on the overall program?

Mr. QUIE. That is correct, because of two things: The opportunity for the States to come in with expenditures of money.

The CHAIRMAN. The time of the gentleman from Minnesota has expired.

(Mr. QUIE asked and was given permission to proceed for 5 additional minutes.)

Mr. QUIE. Mr. Chairman, there are two ways in which this can be done:

One is the State-sharing plan where the State, for every dollar the State puts up, the Federal Government will put up an additional dollar.

And the second one is the involvement of private industry. We provide for private industry to participate in the matching with reference to the Neighborhood Youth Corps, where the Federal Government will put up one-third of

their salaries and local industry will put up two-thirds and, in return, we will see that they learn the skills and will be placed in employment where they will be able to earn a living and will no longer be in a state of poverty.

Mr. WAGGONNER. Mr. Chairman, will the gentleman yield further?

Mr. QUIE. I yield further to the gentleman from Louisiana.

Mr. WAGGONNER. Do I understand the gentleman from Minnesota to intend to carry out, through his substitute, the theory that the Federal share for this year of the overall cost of the program will be reduced by some \$300 million, but that this money which is reduced at the Federal level will be supplied by State governments and by private industries in order to maintain the spending at the overall proposed level?

Mr. QUIE. Well, actually, the spending will be greater than the proposed level, because of the amount that private industry and the States put into it.

Mr. WAGGONNER. Mr. Chairman, if the gentleman will yield further, it is intended that the Federal appropriation will be reduced by \$300 million in the substitute, if adopted?

Mr. QUIE. That is correct.

Mr. WAGGONNER. Mr. Chairman, if the gentleman will yield further, did I correctly understand the gentleman to say as well that the substitute proposal will in effect result in fragmentizing this program or, actually, abolish the Office of Economic Opportunity and place the responsibility for the administration of the program in individual agencies which presently administer the special programs they are administering, plus additional ones, which will be given to HEW, for example, to administer?

Mr. QUIE. Not exactly—not abolish OEO but, rather, leave them only the community action program and VISTA. But all of the remainder of the programs will be transferred to the existing agencies—the educational program to the Office of Education, the work experience program of title V to HEW, the training program—Job Corps—and Neighborhood Youth Corps—to the Department of Labor, and the loans to farmers—loans to farmers will be transferred to the Farmers' Home Administration—and loans to the small businessman will be transferred to SBA.

Mr. WAGGONNER. Mr. Chairman, if the gentleman will yield further, if these existing agencies are given these responsibilities, will the Congress be able to make an overall determination, once this program is fragmented, as to exactly how much this poverty program is costing? Will it not be possible to hide program costs?

Mr. QUIE. Well, indeed, this program was enacted into law and the Federal Government was spending \$31 billion in an effort to eliminate poverty.

Mr. Chairman, we have used the figure of \$32 billion, but I have seen other figures, however we say \$31 billion.

So, this is not apparent. However, we will be able to ascertain how much we are spending on Project Headstart and we shall be able to determine that by keeping track of what the Office of Ed-

ucation is doing with, for instance, preschool education of title I in the Elementary and Secondary School Acts and so forth and throughout the balance of the programs which they are administering.

Mr. WAGGONNER. Mr. Chairman, if the gentleman will yield further, could the gentleman tell me whether under this substitute proposal there would be one authorization request, one which is coordinated, coming to the Congress of the United States for money with which to operate the poverty program, or would there be a number of individual requests which would come from responsible agencies for authorizations who have such responsibilities?

Mr. QUIE. This year the authorization for all of the programs would be in this Opportunity Crusade, with the exception of the preschool program, which program will have to wait for the Elementary and Secondary School Act to be enacted, which acts will come up for consideration of the Congress next week.

Mr. WAGGONNER. What about next year?

Mr. QUIE. Next year I would expect that they would come in separate requests as each department came up with recommendations for their own programs.

Mr. WAGGONNER. That is the point I have been leading to. Fragmentizing the program in this way and allowing individual agencies to make individual requests for authorizations, is there not a very distinct and strong possibility that the overall cost of the program is going to be considerably increased rather than maintained at the present level when we have no overriding cover to coordinate the entire program?

Mr. QUIE. No, I believe the Congress can as effectively determine how much ought to be expended in each of these programs when, we will say, the Office of Education administers the adult education department all by itself rather than having the Office of Economic Opportunity looking over its shoulder.

As far as the cost of the Office of Economic Opportunity is concerned, we heard the Director say it will take until 1976 to finish and it will take \$20 billion by that time.

Mr. WAGGONNER. I thank the gentleman for yielding.

The CHAIRMAN. The time of the gentleman has expired.

Mr. WILLIAM D. FORD. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, we have before us the so-called opportunity crusade or the poverty crusade. It has had several names. It has been apparent from its inception that the authors are more enamored of a handy slogan, a handy handle, than they are with the content. An examination of the three major forms it has taken during the past year shows very little relationship between the proposal now being presented us by the gentleman from Minnesota and the proposal that he has heretofore been discussing at great length in the CONGRESSIONAL RECORD.

The RECORD is replete with descriptions of his proposed crusade, as it is now called. But I caution those who have been, as I have, attempting to interpret his intention from reading the RECORD that what you have before you is considerably different than anything you have been offered in the past.

With respect to the Job Corps, the gentleman from Minnesota has proposed a number of changes. But first I would like to address myself to some of the observations we have just heard from the gentleman offering this package.

I believe I heard the gentleman from Minnesota say that all of the functions of the Office of Economic Opportunity would be transferred to existing agencies. Now that is a nice sounding catch phrase, "let us transfer the functions of the Office of Economic Opportunity to existing agencies." It has a ring of steadiness to it.

As a matter of fact, if you will take a look at the bill you have before you, you will find that the bill specifically creates or re-creates the Office of Economic Opportunity and does not vary greatly from the general conferring of powers on that Agency that we have in the existing law.

As the gentleman from Minnesota indicates, however, the functions of the Office of Economic Opportunity would be whittled down so that they would only—he used the word "only"—administer the community action programs and VISTA.

As a matter of fact, what he is proposing to do for us is whittle down an existing agency not eliminate it. This same agency which yesterday he told us was totally unnecessary and was badly mismanaged and was incapable of performing legitimate functions in the true crusade against poverty. Now, he says, that he wants to transfer some functions, but he is not now ready to dismantle the Office of Economic Opportunity entirely so he is going to leave it with what? If you will look at the proposed appropriations in the substitute and in the bill presented by the committee, you will find that the Office of Economic Opportunity would still be administering a major portion if not the majority of the money they and we are asking to be authorized under this legislation.

In addition to this, the gentleman from Minnesota has indicated that we would have the Federal Government spend some \$300 to \$400 million less in the war on poverty although the total effort against poverty would not be reduced as a result of this saving.

How is this magic to be accomplished? In response to the questions asked by the gentleman from Louisiana, he indicated that it would be accomplished in two ways: First because of private industry suddenly coming forward maybe—and I say this as "maybe"—the same private industry that the gentleman was referring to as being the people guilty of profiteering in their present participation in the program—are going to come forward with large sums of money that they are going to contribute to the operation of the skill centers.

Now, let us examine the Republican proposal as it would abolish the present concept of the Job Corps by fragmenting it away and spinning it off into a multiplicity of Federal agencies.

First. Transfer the Job Corps to Department of Labor and coordinate it with Manpower Development and Training Act programs.

The OEO and Labor have signed inter-agency agreements to fully coordinate and cooperate in their respective programs. No other action is necessary at this time.

The OEO should continue to operate the Job Corps to insure emphasis remains on helping hard-core poor. Those at the bottom of the poverty spectrum may be left out in shift to conventional Manpower Development and Training Act activities.

The Job Corps has only recently completed the start up phase of operations. Transfer of authority to the Labor Department would delay progress in that they would have to repeat many steps OEO has already taken.

The Job Corps is an experimental program. No change in administration should be made until its impact on eliminating poverty is clearly established.

Second. Change Job Corps centers to include three types—skill centers, operated to extent possible through contract with private industry; conservation centers, operated by agencies responsible for natural resource management; and military career centers, operated by the Department of Defense.

Skill centers would not be different from present urban centers. Use of private industry is an endorsement of present OEO practice. However, it is important that the option to use either private industry or nonprofit contractors be retained.

In conservation centers no fixed quota is set, but the GOP propose limits to make them open only to those who cannot qualify for other Job Corps training. Conservation training should be available to any male enrollee interested in it. Placing the least qualified and those without any other choice of training in conservation camps may result in the failure of the program.

Military career centers should not be a part of the war on poverty. The Department of Defense has proposed to take military rejectees into the army and give them necessary training. The draft already draws heavily on the poor.

If Job Corps training is properly conducted, military careers will only be one of several opportunities available to graduates. As of June 1, 1966, approximately 28 percent of graduates have entered military service.

Third. Specify standards and policies regarding selection, inquiry concerning background, fingerprinting, discipline, counseling, and placement of enrollees.

These are essentially administrative matters and should be handled accordingly.

Only a small minority of enrollees are involved in serious behavioral problems. Job Corps officials have tightened security through a new seven-point system

and closer supervision of corpsmen off-center is being maintained.

The statutory restrictions proposed would eliminate from consideration many young people who deserve a second chance.

The new provisions would be costly and time consuming.

Fourth. Limit legal services to Job Corps enrollees charged with violating State laws to those cases where the State does not provide the service to indigents.

This places unfair burden on communities near Job Corps centers, especially if the youth involved are not from the area.

No need for this statutory restriction since the number of such cases is relatively small.

Fifth. Limit the annual cost of operating Job Corps center to \$5,000 per enrollee exclusive of capital costs.

It is unrealistic to specify exact figure in an experimental program. In some cases, costs may already be above the limit and it would be impossible to reduce them in the immediate future. To completely close a facility down on this basis only would be an even greater expense to the taxpayers.

But the second answer that he gave the gentleman from Louisiana is indeed a fascinating one. At a time when the Governors of all the States of this country are telling their constituents and telling us of the terrific problems they have in meeting the ever increasing pressures on them for their very limited tax resources, he is suggesting in his bill—and if you will turn to that section on State plans you will find \$700 million of the proposed appropriation that would be tied into a program that will only be available for spending in the States to the extent that the individual States are capable of matching dollar for dollar that expenditure.

In other words, what the gentleman is calling upon the States to do is to reach into their already overtaxed resources and come up with \$700 million.

(Mr. WILLIAM D. FORD asked and was given permission to revise and extend his remarks at this point in the RECORD.)

Mr. GURNEY. Mr. Chairman, I move to strike the requisite number of words.

Mr. MacGREGOR. Mr. Chairman, will the gentleman yield briefly?

Mr. GURNEY. I yield to the gentleman from Minnesota.

Mr. MacGREGOR. Mr. Chairman, I would like to commend the gentleman in the well [Mr. GURNEY], the gentleman from Minnesota [Mr. QUIE], the gentleman from New York [Mr. GOODELL], and others who are responsible for the drafting and the presentation of the opportunity crusade. My State of Minnesota, like the State of Michigan, represented in part by the previous speaker, is enjoying a surplus in its State treasury. I am sure these States would regard favorably and would respond to the matching formula concept contained in the opportunity crusade. Particularly I am sure that Michigan, under its very able State administration, would do so, and I have every expecta-

tion that Minnesota would do so as well. I am sure that is true of a great many States.

Not only is the opportunity crusade a sound program but, as a practical matter, the States and private groups can participate and involve themselves in a more meaningful way in the solution of poverty problems through the Republican alternative plan.

I thank the gentleman for yielding. I strongly support the opportunity crusade.

Mr. GURNEY. Mr. Chairman, I speak in support of the pending amendment—what has been termed as the "Opportunity Crusade Act of 1966."

What it proposes to do has been ably explained by our colleague, Mr. QUIE of Minnesota.

Yet, it will do no harm to review it again.

First of all, there is no attempt here to kill or curtail the war on poverty.

There is a genuine and sincere effort to revamp the program, take a new look, a fresh approach and hopefully get them off to a fresh start and headed in a different and more constructive direction.

The main thrust of this amendment would be to place the poverty war programs under existing agencies of Government where they ought to be.

Take the Headstart program. It is an education program, nothing more, nothing less. Why should it not be placed under the Office of Education, where the expertise of the Federal Government in this field, is concentrated.

Already the Federal Government is heavily involved in aid to secondary and elementary schools.

Headstart is preliminary to these programs. It would seem only sensible to put it in the same department of Government.

In 1963, this Congress set up the Manpower Development and Training Act. Incidentally this was Representative QUIE's substitute for the administration bill.

I have personally visited training programs underway in my congressional district under this act. I have been very favorably impressed with what I saw.

Why is it not most sensible to place the training programs of the poverty war under this previous and going program, and also under the Department of Labor where they rightfully belong?

Why duplicate, with unnecessary expense and redtape, similar but duplicating poverty war programs?

I doubt if anyone in this House would deny that the Job Corps has been fraught with controversy.

These Job Corps camps are the 1960's version of the CCC camps of three decades ago.

I understand that this idea was very successful back then.

But there is a basic difference now and that is in leadership and direction.

The CCC camps were run under the direction of the military, with attendant military discipline.

It is our proposal here, that we go back to this earlier and workable idea.

We propose to put the Job Corps under the Secretary of Defense.

Discipline appears to be one of the major, troublesome problems with the Job Corps.

What more logical step than to tackle this problem with a military approach, since this kind of training involves discipline as a basic concept.

Then, there is the brandnew idea—Industry Youth Corps. This would heavily involve private industry in this whole area of on-the-job training.

We hear the constant cry on every hand that jobs are going begging, that there is a shortage of skilled manpower. Industry, after industry, and business after business says—give us more trained men.

There are thousands of business concerns across our land with skilled workmen, foremen, and plant management personnel to provide the teaching staff, and also the machines and the tools to train on.

Let us put this great reservoir of talent to work.

The overwhelming majority of Members of this House, Democrats and Republicans, believe in the principle of private enterprise, even though we differ on the role of the Federal Government in certain situations.

Let us put aside party differences to put private industry at work in this war on poverty.

We have heard many hours of debate on the equal opportunity amendments this week.

There has been charge and countercharge.

Perhaps arguments on each side of the aisle are somewhat exaggerated—both the good and the bad have been overemphasized in this debate, depending on whence it came.

But it is a fact, which no one can deny, that the war on poverty is in deep trouble everywhere—all over this land. It has been severely and justly criticized even by some of the administration's most ardent supporters.

It has provoked storms of controversy everywhere.

Without beating a dead horse further by going into specifics, I say that the kindest thing we could do here in this House, this year, would be to give this program a new look and a fresh start. This amendment proposes to do just that.

This amendment does not gut this program.

It is sincerely trying to help it out.

Let us put aside partisan differences and genuinely help out the poor of this country, by making another and more worthwhile try to fight the war on poverty effectively, by voting for this amendment.

Mr. HAWKINS. Mr. Chairman, I rise in opposition to the amendment.

Mr. MACHEN. Mr. Chairman, will the gentleman yield?

Mr. HAWKINS. I yield to the gentleman from Maryland.

(By unanimous consent, Mr. MACHEN asked and was given permission to extend his remarks at this point in the RECORD.)

Mr. MACHEN. Mr. Chairman, I rise in opposition to the amendment. I have been a strong supporter of the war on

poverty since the enactment of the original legislation by the 88th Congress. Last month I issued a position paper on the subject detailing my expectations for the program and offering certain criticisms.

I would like to insert in the RECORD this paper because of its pertinence to the debate on H.R. 15111:

POVERTY

I support the war on poverty programs because I have long been convinced that the conventional welfare programs and systems of unemployment compensation do not offer the answers to the problem of poverty in the United States.

Welfare statistics are rising. The number of children receiving aid through aid to families with dependent children welfare programs has increased over the past 10 years from 1,666,206 to 3,358,112. This program and the old age assistance programs comprise the bulk of our Nation's welfare rolls and it is obvious that these figures are steadily rising.

A too liberal interpretation of the unemployment compensation system has led to many abuses. It is impossible to answer businessmen who say that they have jobs available but no one to fill them and no way to keep the help they have. My experience in the Maryland legislature and my discussions with these businessmen disclose that all too often a worker will stay on the job only long enough to qualify for unemployment compensation and then will quit. This certainly acts against the best interests of everyone, including the man or woman who is truly unemployed and desperately needs the allowances. Naturally, the welfare and unemployment compensation programs cannot be eliminated as there will always be a need for such measures but we can go a long way toward minimizing the necessity for them.

Therefore, when the war on poverty was announced, I believed that we were on the way toward finding an answer. This action program can be the catalyst for a cooperative effort between businessmen, church people, civic leaders, and other members of the community to find answers to the age old social problem. It will take the participation of all, our governments, our businessmen, our unions, to get us really on the road to solution. Everyone in a position of leadership has a duty to set an example of responsibility, reason, and goodwill.

Perhaps the most important part of the answer is that our Nation must move more rapidly to solve its social problems and thereby eliminate the conditions that breed anger and frustration and blind rebellion. The greatest danger to a civilized Nation is the man who has no stake in it, and nothing to lose by rejecting all that civilization stands for.

The war on poverty program, which was announced and adopted by the 88th Congress just prior to my election has been called a war because it requires a complete mobilization of the resources of this nation to break the social and economic bonds that hold one-fifth of our people.

Although some opposition has been focused on the War on Poverty from segregationists who claim special aid to Negroes will result, analysis of the makeup of that one-fifth reveals that 6.3 million poor families are white as contrasted to 1.17 million nonwhites. Of course, the proportion is higher for Negroes, 36 percent compared to the white 14.4 percent, but overall, whites stand to gain more from the antipoverty efforts. It is especially tragic that the segregationist arguments are often aimed at obtaining the opposition of the people who would be most likely to benefit from the programs.

Now, 22 months after the firing of the first salvo, is a good time to offer some tentative appraisals.

Are we winning the war?

Is the effort succeeding or will the war on poverty be recorded as a well-intentioned disaster?

In my opinion, this national war on poverty is still falling short of achieving its objectives—yet not so far short as to blight its underlying idealism, or dim its chances of worthwhile success. And certainly not enough to justify an abandonment of the challenge.

Taking a critical look there seem to be three factors which, in combination, make it an unique effort to wipe out poverty in this country.

Above all, it is not a welfare program. Its emphasis is on instilling incentive and self-pride rather than providing the minimum basic physical needs of a person. It attempts to direct the poor toward productive, self-sufficient lives rather than toward dependence on welfare payments which have kept families for three generations on the monthly dole.

The motivation toward a rewarding life consists of three steps: stimulating a person's desire to improve; taking this desire and coupling it with training and reeducation to give him a useful skill and then aiding him to find and keep a decent job.

Now is the best time to attempt this war. The economy is booming, jobs are plentiful and employers are willing to take more chances in their hiring and to devote more time and money toward retraining on the job. It will take the cooperation of these businessmen to make the program a success.

Nevertheless, the war on poverty has probably churned more controversy per dollar spent than any other recent domestic program.

In certain localities, notably the big cities, political machines have tried to block the successful implementation of the poverty programs because they were unwilling to involve the community as a whole in the operation.

I would stress that the tightening of accounting procedures and administrative controls in some areas would quiet some of the criticism.

Some of the problems lie within the basic structuring of the operation. Interagency confusion is caused by the responsibility for many of the programs being shared between several agencies.

I would hope that more centralization of responsibility for coordinating the programs would be worked out to prevent duplication of efforts and inefficiency.

Clarification of assignment of the different functions is essential in order to point up the successes, the failures and the just "so-so" programs.

I would make other recommendations.

A recent national news magazine pointed up the increasing shortage of sub-professional health care aides. The article stressed that medicare can be expected to widen even further the gap between need and supply. Certainly job training programs should focus on this area.

Studies on education have also demonstrated that our teachers are desperately needed to teach and should not be burdened by excessive paperwork and administrative matters. Aides could be trained—and under the impetus of new federal spending in the educational field—could be put constructively to work in the school system.

Another need is for adequate day care facilities for working mothers. In some cities we have the absurd situation whereby a woman in training for a job receives not only a training allowance but free day care for her children while she is learning. However, upon graduation day, the allowance

stops, the day care is not available and she is left with less money than she had on welfare even though she now has a job that pays fairly well.

The Maryland Committee for Day Care Centers recently met and its findings were that "the problem of child day care is the unmet need of the American domestic social scene." There are 9.7 million working mothers with children under 18 years of age. A third of these have children under 6.

In Prince Georges County alone we have almost 850 women receiving aid to families with dependent children from the Welfare Department.

Yet right across the river in Alexandria we saw where a public operated day care center for low income families was able to cut by 40% the number of city families receiving this type of aid. Since the families paid according to salary, the city was able to effect a significant net saving. Surely we can learn from this experience.

The United States need not fear to take these steps. I am convinced that the majority of the people realize that we cannot continue to tolerate this blight on our nation and that an answer must be found.

There are several encouraging signs. Already poverty programs have reached 11 million people—1 out of 3 of the nation's poor; and this at a cost of roughly only 1% of our national budget over the period of the program's existence. Based on a survey by the Christian Science Monitor the tangible results of the war on poverty far outweigh the few problems that have been encountered.

I support the war on poverty because it is an investment in the future of our country. Lack of motivation and lack of education breeds crime and violence. And the cost of crime to society is more than any nation can afford. I am not naive enough to think that we will eliminate all crime, poverty and unemployment. However, I do feel that we can, through the implementation of these programs, eventually insure the maximum opportunities to those that are able to take advantage of them.

Mr. HAWKINS. Mr. Chairman, in opposing this proposal, called the "opportunity crusade," may I say that the arguments used in its behalf are very seductive, and I believe unless they are carefully analyzed, they would probably convince some of us that it is a good approach.

No matter how difficult the war on poverty has become, it would be a grave mistake to retreat to the jungles of divided leadership and disjointed programs that prevailed prior to the passage of the Economic Opportunity Act in 1964.

It was precisely because of clouded leadership in providing services related to juvenile delinquency that the Kennedy administration created the coordinated approach under the President's Commission on Juvenile Delinquency which formed the basis for title II.

Federal programs to help the poor have been in operation for a long time but they were uncoordinated, administered by different agencies with different standards and objectives, often competing with each other and quarreling over jurisdiction.

Also, at the local level, all across this country of ours, there existed thousands of community programs to break the cycle of poverty and expand opportunity. These were created locally by both public and private initiative.

All of these programs—Federal and local—were, however, limited in re-

sources and programs; and provided only a limited solution for only a part of the problem: only a block of housing improvement in a wide slum area, too few day care centers for the children of mothers who also needed training perhaps, or preschooling for children whose parents were unemployed, and so on.

The simple fact is: the causes of poverty are complex. Therefore, the solutions must be comprehensive.

THE NEED IS FOR A COORDINATED ATTACK ON POVERTY

As the then Attorney General ROBERT KENNEDY in testifying before the House Education and Labor Committee in April 1964 on why the fragmented approach will not work expressed it:

There is no one cause of delinquency or of poverty . . . (Harlem) children, falling further and further behind in school, will not catch up if we merely improve their education. Some come from families which discourage education; many live in poor housing and are exploited by corrupt landlords. Their families are plagued with poor health, alcoholism, and drug addiction, by unemployment and discrimination.

These factors do not exist in isolation; they exist together and reinforce one another. A program . . . must be a total attack on the problems.

It must be a total effort to bring about broad community change.

The plain fact is bureaucracy has created a bewildering problem in logistics for the poor; a problem of endurance which calls for stamina, intellectual ability, and finances which few of us—even the most affluent—possess.

Thus, a low-income family with many needs would have to be intellectually above average to even locate physically the welfare bureau, employment offices, health clinics, training and counseling facilities, or the local antipoverty agencies. If located, there is also the problem of transportation as well as the decision which agency is designed for a specific need which itself is not always clear.

If the intent of fragmenting the solutions is to so bewilder the victims of poverty that they will "give up," then this approach is eminently successful.

On the other hand, adoption of the coordinated approach while sound in principle depends on sensible implementation and firm administration. This we had hoped to achieve from the Office of Economic Opportunity.

The policy of the Office of Economic Opportunity was restated, May 12, 1965, in the House committee report on H.R. 8283 which read in part:

The broad-based community action agency is capable not only of mobilizing resources but also of coordinating the use of those resources. It reduces the likelihood of duplication and waste. It promises to make possible a broader range of needed services to a greater proportion of those in need than reliance on the traditional independent and separate actions of a miscellany of unrelated groups.

We want also to make it clear that we have not permitted nor will we permit community action agencies to develop into bureaucratic monopolies.

Monopolies in public services—whether conventional public utilities or antipoverty programs—require policing by reg-

ulatory bodies if the public interest is to be served.

It has been the timidity of the Office of Economic Opportunity in enforcing its policies and the intent of Congress that has led to abuses that tend to discredit the coordinated approach of the Economic Opportunity Act.

Therefore, changes in the law are warranted. And some changes have been recommended. It would be a mistake, however, to destroy the basic concepts in order to obtain implementation or stronger enforcement. If more changes are needed, and I believe they are, we should act in a nonpartisan, objective manner to rewrite the bill after a thorough in-depth investigation and open public hearings that can withstand all reasonable criticism.

But now when the poor see their first glimmer of hope is not the time to retreat.

Mr. BELL. Mr. Chairman, I rise in support of the amendment and move to strike the requisite number of words.

There has been reference on the other side to the fact that there is need for the Poverty Act as a coordinating agency. We must recognize that the President at any time can establish coordinating agencies to provide coordination among the various departments.

I believe we must recognize that the Poverty Act started as a kind of experimental approach to a large problem, and really in this manner bypassed many of the on-going agencies. This in turn is now causing confusion, because by that bypassing and superimposing of other programs on these agencies, confusion has been rampant.

I might cite as an example the adult basic education provision, whereby the program of adult basic education is farmed out to the educational department. What the OEO is doing in this case is merely acting as a referral agency, or as a funnel agency. This causes additional confusion. For example, in June of 1965 there was proposed an amount which was to be given to adult education in California, the sum of \$1.8 million. The California State educational organizations planned for this and started making preparations. Then in November of 1965 there came another notification that this would be cut to \$1.6 million. Finally, they allocated \$819,000 to the adult basic education program sometime in February 1966. This naturally threw the adult basic education program into confusion. After pressure brought by some Congressmen, the OEO finally added \$802,000 to the sum of \$819,000.

The same type of result occurs in many other areas of the poverty program.

As a coordinating effort, I believe we have to recognize that the Poverty Act in many areas has been a complete failure and in many cases is attempting to do things which could be done by on-going agencies already in effect.

I support the Quie amendment because I believe it will place these programs where they belong, in the agencies already set up to fight poverty.

Mr. BRADEMAS. Mr. Chairman, will the gentleman yield?

Mr. BELL. I cannot yield at this moment.

As I say, the agencies have already been set up to fight poverty. I think that this is the most direct method to reach the problem. I think superimposing the OEO over other Government agencies is inefficient and I think we should correct it now. Now is the time to make these corrections, when we have found the failures. Do not wait until it is too late and when we have billions more invested and additional complex problems.

Mr. GIBBONS. Mr. Chairman, I move to strike the requisite number of words.

I take this time merely for the purpose of inquiring whether the gentleman from Minnesota [Mr. QUIE] or the gentleman from Ohio [Mr. AYERS] or the gentleman from New York [Mr. GOODELL] and we could reach some agreement about time. I know you are very earnest about what you are doing and I would suggest that perhaps around 1:45 we could agree.

Mr. QUIE. Mr. Chairman, if the gentleman would yield, I am just checking on the number of people we have here. I think 2 o'clock would be about the time when we will have concluded our work.

Mr. GIBBONS. Two o'clock is all right with me. Can we get a unanimous-consent agreement on that to make it 2 o'clock that all debate will cease?

Mr. AYRES. Mr. Chairman, reserving the right to object—

Mr. GIBBONS. Yes, sir.

Mr. AYRES. How many speakers does the gentleman from Florida have on his side?

Mr. GIBBONS. Well, we could use about 20 of them, Mr. AYRES, but I do not want to use up the time of the House, really. I know people are busy. We are not going to rush it through.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. GIBBONS. I will be glad to yield to the gentleman.

Mr. GOODELL. We have about 14 or 15 people standing now, which, with half an hour allotted, means that each would have about 2 minutes. This would seem a little bit short. I wonder if we could not proceed. Then we may find we could do it sooner than 2:30. Maybe 2:15.

Mr. GIBBONS. Why do we not agree on 2:15?

Mr. AYRES. May I respectfully request the gentleman from Florida withdraw his request and make it again in another 15 minutes.

Mr. GIBBONS. Mr. Chairman, I withdraw my request.

Mr. BRADEMÁS. Mr. Chairman, I rise in opposition to the amendment.

(Mr. BRADEMÁS asked and was given permission to revise and extend his remarks.)

Mr. BRADEMÁS. Mr. Chairman, I think it is interesting that in the substitute amendment proposed by my colleague, the gentleman from Minnesota [Mr. QUIE], the opponents of the present bill are really not proposing to abolish any of the present antipoverty programs. In a certain sense this represents a back-handed compliment to the effectiveness of the Economic Opportunity Act in the

first months of its operation, because, at least so far as I can judge, there have been no suggestions on the part of the gentleman from Minnesota and those on the other side of the aisle that they want to kill the Headstart program or the VISTA volunteers or destroy the migrant workers program or do away with the Neighborhood Youth Corps. About 2 years ago, when we were debating this legislation, the people on the other side were saying, "Why, there is no problem of poverty in the United States." Most of them, in any event, were opposing the entire concept represented by the legislation which we are now considering; that is to say, the mobilization of our resources to combat the existence of poverty in the wealthiest nation in history.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. BRADEMAS. Not at this time, because I do not have enough time.

I think it is significant as well that in this Republican effort to fragment the antipoverty program, as distinguished from the effort to maintain coordination of the several aspects of the program—which represents our point of view on this side—what the minority seeks to do in effect is to destroy the major thrust of this program, which is to deal with the problems of some 30 million of our fellow citizens who live in poverty. The Republicans who used to plead for coordination and argue against duplication, now want to fragment this program and spread it all over Washington, D.C.

And, Mr. Chairman, it seems to me we are stupid indeed now to do away with painfully constructed patterns of coordination and cooperation which have been developed and shaped in the first months of the operation of this program, not only here in Washington, D.C., but at the State level and at the local level.

Mr. Chairman, I believe it is also interesting just to add up a partial list of the people in our country who are in favor of continuing the war on poverty, as represented by H.R. 15111, and look at those who are opposed to it.

For example, Mr. Chairman, only a few days ago here in Washington the Inter-Religious Committee Against Poverty, led by a distinguished American churchman like the Reverend Eugene Carson Blake, the new executive secretary of the World Council of Churches and a distinguished Presbyterian clergyman, and considered one of the representatives of the major religious faiths in our country, overwhelmingly endorsed a resolution in support of the war on poverty.

Mr. Chairman, the mayors of this country are for this program, and not only Democratic mayors. Republican mayors are also for the program. For instance, the Republican mayor of New York, Mr. Lindsay, is for it, the Republican mayor of Oakland, Mayor Reading, is for it. The Republican mayor of Dallas, Tex., Mayor Johnsson, is for it. The Republican mayor of Grand Rapids, the home town of the distinguished minority leader [Mr. GERALD R. FORD], is for it. And, Mr. Chairman, even the Republican mayor of the city of Blackduck, Minn.,

in the home State of the author of the substitute bill [Mr. QUIEL], has strongly endorsed the Job Corps program.

Mr. Chairman, the two Republican mayors in my home county of South Bend, Ind., and Mishawaka support the war on poverty.

Mr. Chairman, what about the Governors? We have not so far heard much criticism on the part of the Republican Governors, although someone here may now go out and get on the telephone and talk to them and then we will be flooded with telegrams, but I doubt it.

Why, Mr. Chairman, even Governor Rockefeller of New York, another Republican, supports this program.

Mr. Chairman, the private and philanthropic organizations of this country support the war on poverty. Only yesterday some of them met in Washington, D.C. and passed a significant resolution in this respect. I refer to the United Community Funds and Councils of America—the Red Feather organizations of our country—have pledged their support to the Economic Opportunity Act and its continuation.

And, moreover, Mr. Chairman, these Red Feather organizations urge contributions from their organization, from the Community Chests and the United Fund organization, of funds on the local community level, in order to help make up the local share to be joined with the Federal funds for local antipoverty programs.

Moreover, Mr. Chairman, representatives of these community chest organizations urged in a resolution which they passed yesterday here in Washington, D.C.—which I shall later insert into the RECORD—that personnel from local community chest organizations be made available to local community action programs. The Red Feather organizations are willing to give both money and manpower in support of the antipoverty programs in the communities in which they work.

Mr. Chairman, the American Bar Association strongly supports the legal services program under the Economic Opportunity Act.

The American Medical Association supports the health services program. The American labor movement strongly supports this effort to eradicate poverty in our country.

Mr. Chairman, a roster of the business organizations which have given their support to the Economic Opportunity Act, would, in effect, be a blue-ribbon listing of some of the outstanding business and industrial organizations of our country, firms such as AVCO, Xerox, Federal Electric, Westinghouse, General Electric, U.S. Industries, Packard-Bell, Burroughs and many others.

Mr. Chairman, when I look at this list of the various people and segments of our country who support the war on poverty, I can only conclude that most of the opposition to it comes from some Republican Congressmen.

Mr. Chairman, I would like at this point in the RECORD to insert certain materials concerning the significant agreement reached yesterday between five Government agencies and the United

Community Funds and Councils of America to which agreement I have earlier referred.

I call particular attention to resolution 11 concerning the role of voluntary agencies in support of the antipoverty program:

GOVERNMENT, VOLUNTARY AGENCIES VOICE AGREEMENT ON JOINING FORCES FOR SOCIAL WELFARE OBJECTIVES

WASHINGTON, September 27.—"Full agreement that both governmental and voluntary activity is needed" in the national effort to eliminate social ills and to promote human well-being was announced today by officials of five major agencies of the federal government and leaders of the United Community Funds and Councils of America.

A program of cooperation, based on the philosophy that in the effort to promote health and welfare advances for the American people "there is a place for everyone" who wants to help, was contained in a joint statement made public today by Joseph A. Beirne, UCFCFA president.

Signing for government agencies are John T. Connor, Secretary of Commerce; W. Willard Wirtz, Secretary of Labor; John W. Gardner, Secretary of Health, Education, and Welfare; Robert C. Weaver, Secretary of Housing and Urban Development, and R. Sargent Shriver, director, Office of Economic Opportunity.

For some 2,000 United Fund and Community Chest communities across the country were Mr. Beirne, of Washington, D.C., in his capacity as UCFCFA head; Bayard Rustin, attorney, Graham, Reid, Ewing and Stapleton, Providence, R.I., and chairman of UCFCFA executive committee; Donald S. Frost, vice president, Bristol-Myers Company, New York, N.Y., and UCFCFA vice president; and UCFCFA directors, Harry T. Sealy, vice president, Cleveland (Ohio) Illuminating Company, and Walter H. Wheeler, Jr., chairman of the board, Pitney-Bowes Corporation, Stamford, Conn.

Their joint statement emphasized belief in the role of well-organized and effective voluntary programs as a significant part of the total effort to eliminate social ills and improve the mode of life for millions of Americans.

"The voluntary sector should be a prime channel of information to the public and should take the lead in mounting a joint attack by governmental and voluntary agencies on the basic social disorders which result in need for health and welfare services," the joint statement said.

Among other points agreed upon are the need for voluntary organizations to mobilize citizen opinion and action with respect to social conditions and continue to develop cooperative financing, community budgeting and community planning procedures.

The statement also urged voluntary agencies to continue their traditional responsibilities for research, experimentation and demonstration of new approaches and develop methods by which their clients and the residents of areas they serve can participate meaningfully in the operation of their programs.

Mr. Beirne, who is also president of Communications Workers of America, said at a press conference today at The Willard Hotel; "This statement of consensus emphasizes the importance of complete cooperation between government and voluntary agencies in solving America's health and welfare problems."

"Throughout the United States there are some 2,000 communities which have more than 7,600,000 volunteers trained in budgeting, raising and administering local funds for 30,000 health, welfare and character building agencies through their United Funds or Community Chests."

"There are also some 500 community planning groups, known as Community Councils, many of which we are pleased to report have

been called upon by the government to help initiate and carry out Federal programs," he said.

STATEMENT BY JOSEPH A. BEIRNE, PRESIDENT, COMMUNICATIONS WORKERS OF AMERICA AND PRESIDENT, UNITED COMMUNITY FUNDS AND COUNCILS OF AMERICA, SEPTEMBER 27, 1966

The statement of consensus, signed today by leaders of the United Community Funds and Councils of America and five of the United States government's leading officials in the field of health and welfare, marks an important forward step in the national effort of Americans to help their fellow citizens in need.

We have reached agreement on the need for close cooperation between government agencies and citizen organizations working to solve health and welfare problems. While the voluntary agencies, particularly in these two closely related fields, have always been accepted as one of the bulwarks of our free society, the new consensus goes beyond that mere acceptance to help secure the foundations for future cooperation. We hope and pray that this compact may be a means for increasing the effectiveness of both the governmental and voluntary organizations.

The challenge is so great that it is clear, as the statesman points out, that "there must be room for everybody" who wants to work, constructively and effectively, to improve the welfare and health of all the citizens of this nation.

Throughout the United States there are some 2,000 communities which have more than 7,600,000 volunteers trained in budgeting, raising and administering local funds for 30,000 voluntary health, welfare and character building agencies through their United Funds or Community Chests.

In 1965 more than 25 million families benefited from these services as a result of the \$625 million raised voluntarily for the support of these national, state and local agencies.

There are some 500 community planning groups, known as Community Councils, many of which we are pleased to report have been called upon by the government to help initiate and carry out Federal programs.

Community Councils continually assess the needs of their communities and recommend community action programs to meet immediate and long-range social problems within the scope of their area.

This consensus outlines the areas in which both governmental and the voluntary sector can cooperate to do the job which needs to be done without conflict or overlapping of services.

GOVERNMENT AND THE VOLUNTARY SECTOR IN HEALTH AND WELFARE

A STATEMENT OF CONSENSUS

Public interest in the solution of basic social welfare problems is at an all-time high. These problems are the age-old enemies of mankind: poverty, ignorance and disease. If they are to be overcome, there must be a total mobilization of our society. In recognition of this requirement, there has been a rapid expansion of Federal activity and expenditures in the social welfare field. However, there is full agreement that both governmental and voluntary activity is needed. These two forces must work hand in hand—strengthening and supporting each other. In planning the total program, each must take into account the strength and weaknesses of the other and the needs and peculiarities of the individual community.

It is also agreed that success of both governmental and voluntary efforts depends heavily upon the extent of personal interest, understanding and participation on the part of individual Americans. Because of the nature of these problems, personal decisions

and attitudes may be as important in coping with many of them as organized services. And in the organized programs—as full-time workers, as volunteers, or as informed contributors and taxpayers—there is a place for everyone.

Additional points of agreement

1. Services in the areas of community health, family and child welfare, youth guidance and recreation are an important part of the total effort to eliminate social ills and promote human well-being.

2. Increased governmental activity in these areas makes it essential that there also be well-organized and effective voluntary programs.

3. Voluntarism in health and welfare has a three-way role:

a—The financing and operation of needed services.

b—The encouragement of active citizen interest and participation in the development and operation of governmental services.

c—The mobilization of citizen opinion and influence in support of the best possible total program of governmental and voluntary services.

4. The voluntary sector should not limit its interest and activity to providing services. It should be a prime channel of information to the public and should take the lead in mounting a joint attack by governmental and voluntary agencies on the basic social disorders which result in need for health and welfare services.

5. In addition to supporting regular agency services, the voluntary sector should see that sufficient funds are available to stimulate and support innovative programs, to match governmental grants, and to finance new services which have proven effective. Voluntary agencies must emphasize their traditional responsibilities for research, experimentation and demonstration of new approaches. They should see that new services and program innovations which have proven effective are incorporated in public programs. They should enthusiastically support new programs, both public and private, so that voluntary agencies will maintain their historic role of leadership in health and welfare and the power to participate in adapting generalized programs to the needs of the particular community.

6. Voluntary and governmental services should complement and supplement each other. The result should be an orderly and rational total program of services. This calls for a high degree of flexibility on the part of voluntary agencies as governmental programs multiply and grow. Voluntary agencies should continually re-examine their traditional scope and methods in relation to current social needs and new governmental programs. There should be consideration of the strengths of existing programs of voluntary agencies as governmental programs are planned and projected.

7. There should be close liaison between the Federal Government and such comprehensive voluntary agencies as the National Social Welfare Assembly, The National Health Council, and United Community Funds and Councils of America, as governmental planning and operations increase at the national and regional levels. These agencies will need to assume increasing roles in planning, coordination and standard setting.

8. The voluntary sector should continue to develop cooperative financing, budgeting and planning procedures. In this way community leadership can encourage flexibility and constructive change in voluntary agency programs and see that they are appropriately related to governmental activity. In this way, too, joint public-voluntary planning can be carried on and comprehensive community plans developed.

9. Voluntary agencies should emphasize preventive and rehabilitative services and services aimed at promoting general health, welfare and social adjustment. While such services will not be limited exclusively to the "poor," they should search constantly for those in greatest need of services. Voluntary agencies, must, of course, be operated and their services rendered without racial discrimination or segregation of any kind.

10. Voluntary agencies should set the highest of standards in their operating procedures and should provide the best in skilled professional service. At the same time, they should be the first to recognize the vital role of the volunteer worker, of broad citizen participation in policy making, and of warmth and the personal touch in the administration of services.

11. Voluntary and governmental agencies should cooperate in meeting the central problem of social welfare manpower shortages. The citizen leadership traditionally associated with voluntary health and welfare activity should participate actively in the planning and operation of the new community programs associated with the "War on Poverty." Personnel should be made available to these programs, on a lend-lease basis if necessary, by both voluntary agencies and corporations. Voluntary community fund-raising groups should include funds in their budgets to match government appropriations for local community action programs and should insist upon representation on community committees administering these programs. In this way local citizen leadership and control can be maintained. Voluntary agencies should develop methods by which their clients and the residents of areas they serve can participate meaningfully in the operation of their own programs.

12. Voluntary agencies must account to the public for the funds and methods used, and for the results of their efforts.

This statement represents a consensus of the undersigned representatives of the Federal Government and United Community Funds and Councils of America, on the important role of the voluntary sector in health and welfare in American society.

The Honorable John T. Connor, Secretary of Commerce; the Honorable W. Willard Wirtz, Secretary of Labor; the Honorable John W. Gardner, Secretary of Health, Education, and Welfare; the Honorable Robert C. Weaver, Secretary of Housing and Urban Development; the Honorable Sargent Shriver, Director, Office of Economic Opportunity; Joseph A. Beirne, President, Communications Workers of America, Washington, D.C.; Bayard Rustin, Ewing, Graham, Reid, Ewing and Stapleton, Providence, R.I.; Donald S. Frost, Vice President, Bristol-Myers Company, New York, N.Y.; Harry T. Sealy, Vice President, Cleveland Electric Illuminating Co., Cleveland, Ohio; Walter H. Wheeler, Jr., Chairman, Pitney-Bowes Corp., Stamford, Conn.

The CHAIRMAN. The time of the gentleman from Indiana has expired.

Mr. ERLÉN BORN. Mr. Chairman, I rise in support of the amendment.

(Mr. ERLÉN BORN asked and was given permission to revise and extend his remarks.)

Mr. ERLÉN BORN. Mr. Chairman, as a new member of this committee, I have not taken part in the general debate.

Mr. Chairman, I was not a member of the committee at the time this bill was considered and reported out to the House of Representatives.

I am now, however, going to support the proposed amendment in the form of

the substitute bill, the opportunity crusade.

Mr. Chairman, first of all, I want to congratulate and commend my colleagues, the gentleman from Minnesota [Mr. QUIE] and the gentleman from New York [Mr. GOODELL] on the work they have done to dig out facts about the present Office of Economic Opportunity, the Job Corps centers, facts that apparently the full Committee on Education and Labor was unwilling to develop.

I think the real testimonial to the accuracy of the facts that they have developed was the so-called answers that we have heard in the last few days from members of the majority. Typical was the answer by the gentleman from Florida yesterday when he said that he was going to refute the facts that the gentleman from Minnesota [Mr. QUIE] had developed about the number of supergrade jobs and the number of experts who were hired outside of the civil service system. In refuting the gentleman from Minnesota [Mr. QUIE], he started out by saying "while it is technically true." Then he admitted every fact that the gentleman from Minnesota [Mr. QUIE] had brought out.

That is typical of the refutation that the majority has employed to refute the fact that the gentleman from Minnesota and the gentleman from New York have developed.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. ERLBORN. I yield to the gentleman.

Mr. GOODELL. Mr. Chairman, another example was yesterday in the fact that when the chairman of the committee produced a packet of cards saying, "We can refute every poverty memo. Here it is right here."

Then the gentleman from Minnesota [Mr. QUIE] asked him to put it in the RECORD, and if you will examine the RECORD, it is barren of the poverty memos. These facts are now contradicted in any major respect. They are printed in the RECORD. I put them in at the end of my remarks yesterday.

It is very good to wave things around and say, "Oh, we have refuted that many things—do not pay any attention to these things, they are the old allegations."

They have not been refuted, and they have not been answered effectively.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield for a question?

Mr. ERLBORN. I am afraid I do not have the time.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield for an answer to his question?

Mr. ERLBORN. I am afraid that following the procedure that we have seen in the last few days, I will have to say I will yield to you at the time I have completed my presentation.

Mr. Chairman, we are faced with a period of great inflation. Our President has variously assigned causes for this, first blaming the farmers, then blaming the housewives. I recall at one time the President suggested to the housewife that she should seek that cheaper cut of meat and in that way she could combat the rising cost of living and the rising cost of food.

I suggest that in line with this argument, we have a real bargain offered in the Opportunity Crusade because here we not only have a cheaper cut of meat pricewise, but we have a better quality meat.

We can save some \$300 million and at the same time acquire better administration for the overall war on poverty.

Time and again the majority have suggested that we would be fragmenting the program if, for instance, we put the education of children in the Office of Education.

It seems to me that we presently have a fragmented program.

It is suggested by the majority that we need to coordinate the war on poverty. I see very little opportunity to coordinate Operation Headstart with the Job Corps, for instance.

What relationship is there between teaching preschoolers and teaching those who are dropouts from school?

Mr. SCHEUER. Mr. Chairman, will the gentleman yield for an answer to his question?

Mr. ERLBORN. I am afraid I do not have the time or I would be happy to yield.

Time and again we have read in the press throughout this country of the failures of the Job Corps program. Let me suggest one of the reasons for these failures is the lack of discipline and it is the lack of experienced personnel heading up the Job Corps centers.

One example that I am familiar with is my democratic opponent 2 years ago who seeking and not gaining the approbation of the voters in our district was subsequently rewarded, however, by being given a job as director of the Job Corps camp in New Bedford, Mass. He was not particularly qualified for this job nor did he have in the law nor in the policies of the Office of Economic Opportunity the basis for the sort of discipline that he should have had.

The results are apparent in the following account contained in the minority views accompanying the bill under debate:

For several months, residents of the south end of New Bedford, Mass., have complained to civil and Job Corps center authorities that the discipline and control of enrollees at the Rodman Men's Job Corps Center was extremely lax. A near riot at the center late last summer and several instances of violence at the center and in New Bedford during recent weeks resulted in a nervous and tense situation in New Bedford.

The following was reported by members of the New Bedford Police Department:

"On Saturday night, May 21, 1966, a crowd of approximately 150 Job Corpsmen gathered at about 10 p.m. and began a march to free a fellow Corps man who had been arrested earlier in the day and charged with wielding a knife. Two single-manned New Bedford Police cars attempted to intercept the crowd who were armed with pipes, bedposts, umbrella sticks, and stones. For nearly 2 hours, the mob terrorized the neighbors who resided in south New Bedford near the Job Corps center. It was reported some of the New Bedford citizens sat in their bedroom windows armed with shotguns and .22 caliber rifles. Men were afraid to leave their homes to report to work for the night shift. Job Corps men rapped on houses with cubs and looked in the windows of residents' homes.

"Approximately 35 police from 2 shifts reported to the emergency. The Job Corps men were persuaded to return to the center about midnight. They continued to shout obscenities at the police and hurl rocks at the patrol cars. One policeman reported a shot fired at the patrol car from behind the center fence. A Molotov cocktail-type bomb was recovered by the police, together with a variety of clubs, pipes, and umbrella sticks.

"In the absence of security and in view of the limited police personnel, many considered New Bedford fortunate that there were no physical injuries reported and a minimum of property damage. The police who reported to the scene first feared they would not be able to handle the emergency.

"The New Bedford, Mass., City Council acted swiftly. At a special meeting Monday, May 23, the following resolution was passed by unanimous vote of the council:

"NEW BEDFORD CITY COUNCIL

"Whereas it is quite apparent that Job Corps facilities have no place in urban communities, particularly one the size of New Bedford, since such cities are unable because of a lack of manpower, both police and fire, to deal with resulting problems; and

"Whereas despite the fact that we are unqualified in agreement that the basic idea is meritorious, experience shows that improper location detracts from the chosen goals; and

"Whereas the people living in the south end of New Bedford have had their peace of mind shattered and they have been put into a state of fear that is alien to this staid New England seaport; and

"Whereas the populace, with few exceptions, demand that the center be moved away from New Bedford immediately; and

"Whereas the city is actually menaced by hordes of undisciplined youths and it will not be long before it is reduced to a state of hysteria; and

"Whereas President Lyndon Johnson should be advised of this defect in his system of living laboratories: Therefore be it

"Resolved, That the President of the United States be and he is hereby respectfully implored to close down the Rodman Job Corps and to move its facilities to a rural area away from this city; and be it further

"Resolved, That a copy hereof be mailed as evidence of our sentiments to President Johnson.

"Rollcall vote of the New Bedford City Council: 11 yeas; no nays; vote recorded unanimous."

Based on these and other authoritative accounts of the way in which Job Corps camps are being administered, we would concur with a Federal judge who recently returned a 17-year-old Job Corps trainee to a Federal correctional institution for juveniles rather than return him to the Job Corps, because as he expressed it,

"I'm concerned about the discipline at the Job Corps. We are dealing with a sensitive situation and if we let this sort of thing go on (marihuana at the center) we don't know to what proportions it might grow. I think the National Training School will provide a better atmosphere for you."

We cannot allow such atrocities to continue. We insist that arrest records of all Job Corps applicants be checked and that practical and reasonable disciplinary measures be imposed at the camps.

The CHAIRMAN. The time of the gentleman has expired.

(Mr. ERLBORN asked and was given permission to revise and extend his remarks.)

Mr. SCHEUER. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, I would like to answer the rhetorical question that was asked by the speaker who just preceded me, the distinguished gentleman from Illinois [Mr. ERLBORN]. He asked—what is the relationship between the project Headstart and that of the Job Corps? Well, Mr. Chairman, the relationship of Headstart and the Job Corps is that if we can vastly expand the Headstart program in scope and effectiveness, if we decided now to devote our resources and talents to do the job right, and if we involve each of the 2¼ million children in our country who urgently need Headstart in order to make a success of their school careers, then, Mr. Chairman, we will not need the Job Corps 10 years from now.

We will have broken once and for all that chain of poverty—inherited, endemic, built-in, structured poverty—which now cuts through virtually every age group in our society.

The Republican proposal would have us turn back each of the constituent poverty programs to the existing agency in the executive branch of the Government which logically might administer them. Superficially, that seems like an intriguing prospect.

But let me suggest, Mr. Chairman, that for the last generation we have had agencies which could have looked at this problem of structured poverty in our midst. We have had a Department of Health, Education, and Welfare that has a Children's Division, that has education programs of all kinds. We have had an Agriculture Department that has been running training programs of all kinds.

We have had a Small Business Administration that lends money. We have had a Department of Labor with a variety of training programs.

But not a single one of these established agencies in the executive branch of the Government ever went beyond serving their general broad constituencies to attack the special narrow problem of poverty in the midst of plenty. They were serving their general constituencies with a broad-gaged shotgun, and none of those pellets really hit the poverty target on the eye; the 20 percent of our people, 30 to 35 million Americans who have not been reached by this enormous variety of established, traditional governmental training and education programs, created under the conventional wisdom of an essentially middle-class society.

That is why in a time of unequaled affluence and plenty, at a time of labor scarcity in many areas of our economy, at a time when the unemployment rate for male whites over 21 is down to 1.2 percent, a rate economists characterize as frictional unemployment, not really unemployment at all; in this same day and age we have an unemployment rate well up in the twenties for Negro teenagers, and an unemployment rate among adult Negroes of 8.3 percent or 2¾ times the 3.1-percent unemployment rate for adult whites.

Our existing agencies in the executive branch of the Government have passed over the question of the special and insistent need in our society for analysis

and treatment of structured permanent poverty.

The one thing that we need more than anything else, even above coordination, is innovation and experimentation, courage in devising new programs, new tools, new techniques in meeting the problem of poverty.

The programs of the existing agencies in the executive branch of the Government in a real sense have fortified and sustained the existence of a permanent poverty subgroup in our society. The OEO—this a single agency which has as its only constituency the poverty-afflicted in our midst—is the only kind of agency which can and will have the courage to innovate, to experiment and, if you please, to make some mistakes.

Of course they have made mistakes in the poverty program because they were looking for new approaches, new programs, new tools, new answers to the problem of poverty, which have escaped the policymakers in the established executive branch agencies.

I believe deeply that it is only in one agency, with courageous, innovative leadership that we will be able to find the new answers—we urgently seek the imaginative innovative programs now the existing agencies of the Federal Government have failed to develop.

(Mr. SCHEUER asked and was given permission to revise and extend his remarks.)

(Mr. FRELINGHUYSEN asked and was given permission to revise and extend his remarks.)

Mr. FRELINGHUYSEN. Mr. Chairman, I rise in support of the amendment.

Mr. Chairman, let me say I regret that it should be necessary for this Committee to attempt to do what the House Committee on Education and Labor should have done, that is, to give thorough consideration to reasonable ways of improving the programs roughly labeled as anti-poverty programs.

The alternative before us is a major amendment. In my opinion, it is a constructive one. Yet, the limitations of debate make it impossible for us to go into the details that really are needed if we are to come up with a sound logical explanation of this as a reasonable alternative.

In my opinion, the justifications for continuing OEO as it is now set up do not add up to very much. Proponents of the bill argue that we need a new bureaucracy. The assertion has been made that one of the reasons OEO was established—and I believe it can be put quite baldly—is that we cannot trust the old bureaucracy.

The gentleman from New York [Mr. SCHEUER] who preceded me said that in almost so many words.

The original idea was that we must set up OEO as a competitor with the various Federal agencies which have had this broad responsibility, this vital responsibility to alleviate poverty, for which we are currently spending over \$30 billion a year because the established agencies, it is claimed, have not been doing much of a job.

One of the proponents of the committee bill described the clouded bureaucracy which has been attempting to fight

poverty in a variety of fields. In my opinion—I recognize my opinion is not going to be worth very much in the atmosphere which prevails now at the end of a session—it is no answer to set up a new bureaucracy which shows all the elements of weakness of the old bureaucracy and a lot more weaknesses besides.

Unless we take a look at the weaknesses of the new bureaucracy, we are going to be bogged down in an even more serious morass than we have now.

Mr. SCHEUER. Mr. Chairman, will the gentleman yield?

Mr. FRELINGHUYSEN. I yield to the gentleman from New York.

Mr. SCHEUER. Mr. Chairman, nobody on this side of the aisle would say we should not look at the weaknesses of the new bureaucracy.

Mr. FRELINGHUYSEN. Mr. Chairman, I might say to the gentleman that Congress had not looked. It was necessary for Republicans to set up their own task force on the economic opportunity program to go out in the field and do the job the committee members should have done. I happened to serve as chairman of that committee. It is regrettable the Democrats did not make the same effort to look to the people who are running these programs financed by OEO, and see them, and hear what those people have to say about the weaknesses of the poverty program. If we can find out what the weaknesses are—even though this is a campaign year, the Republicans are as anxious as the Democrats; indeed, we are obviously even more anxious—we can improve these programs.

If we had done an adequate job in the committee, either by holding hearings in Washington or by going into the field and listening to what the people have to say, we would be better off now in evaluating what is being proposed here today. That is my basic point.

All this talk to the effect that we should not look at what the committee is proposing and, for goodness sakes, do not look at any alternative suggestions that may be offered even though we know this program is not working. We acknowledge we are making mistakes, but it is argued we should go ahead anyway—this is no way to legislate, in my opinion.

Mr. SCHEUER. Mr. Chairman, I welcome this ecumenical spirit evidenced by my friend from New Jersey. I hope in the next session of Congress we can undertake a deep, thoroughgoing probe of the program, in which the Republican side will join.

Mr. FRELINGHUYSEN. If we ever have more Members of the minority side, and especially if we become the majority party, there is much more likelihood of that eventuality. Then we can get a better and more objective look at these programs than we have had under the present leadership.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. FRELINGHUYSEN. I yield to the gentleman from New York, Mr. GOODELL.

Mr. GOODELL. Mr. Chairman, the phrase used by the gentleman from New York, who just preceded me, sounds vaguely familiar. We heard a year ago: "We hope we can have an investigation

in depth. We hope we can look at this program on a bipartisan basis. We hope we can develop the weaknesses and incorporate improvements into this legislation."

The gentleman in the well [Mr. FRELINGHUYSEN] was the ranking Republican on our committee when we first wrote the poverty legislation. He is familiar with the way it was all written, and the fact that the Republicans were locked out and could not participate and offer our suggestions. He also has been responsible for taking the lead in going out and holding hearings in the field, as chairman of the Task Force on Economic Opportunity, I might say to my colleagues.

The CHAIRMAN. The time of the gentleman has expired.

(On request of Mr. GOODELL, and by unanimous consent, Mr. FRELINGHUYSEN was allowed to proceed for 5 additional minutes.)

Mr. GOODELL. When these task force hearings were held by Mr. FRELINGHUYSEN, Democrats and Republicans were invited to testify, and testified, and Democrats and Republicans working in the poverty program praised the hearings and said they made a major contribution to the efforts which were going on in the field.

I might say also that such organizations as the ADA and CORE and a variety of officials locally in the poverty program, and particularly a very heavy leavening of the poor themselves, testified.

This is the kind of thing which should have been done officially by our committee, and we thought it was going to proceed last year when we set up the committee task forces.

The gentleman in the well is to be commended for his work in the field.

I hope—it is a rather vain hope, I fear—that perhaps the words of the gentleman from New York will bode a little better situation in the coming year and that we will eventually reach an atmosphere in which both sides of the aisle will be willing to go out to find out what is wrong with this program.

Mr. FRELINGHUYSEN. I thank the gentleman.

Mr. CAREY. Mr. Chairman, will the gentleman yield?

Mr. FRELINGHUYSEN. I cannot resist yielding to the gentleman from New York.

Mr. CAREY. I am proud to be a part of this movement.

Mr. Chairman, I agree that whatever we do in terms of trying to make this a better program should be apolitical, non-political, and bipartisan.

I recall the task force movement coming out of Washington, going to the great cities, to see what we could do in our great cities program. I like to think, always, that I come from the first city in America, the great City of New York.

I believe my memory serves me correctly in this respect, that the first city targeted in for the task force to examine, in terms of the big cities program, under the chairmanship of the distinguished gentleman in the well, was New York City.

I ask the gentleman to confirm this for me now. Is it not true that for some mysterious but not ulterior reason, for some mysterious reason, when the administration of New York City said, "Not yet, boys, we are not quite ready for you," or something to that effect, New York City was stricken from the list and the first city in America became Philadelphia?

All I want to do is to get confirmation. This was not done politically. It was done because New York City was not quite ready to have a close-cut examination; is that correct?

Mr. FRELINGHUYSEN. I might say to the gentleman, he is not correct. I am not sure which city was first.

Mr. CAREY. I am certain, if the gentleman will yield, because I am in possession of the list of cities in order of importance, and the first city scheduled there was New York, and New York was stricken from the list, and New York never became a subject of examination by the task force.

Mr. FRELINGHUYSEN. Mr. Chairman, I decline to yield further at this time. I have only 5 additional minutes, which I appreciate, but this is my own time and I should like to comment on what the gentleman has said.

A list was published. There was no secrecy about the plans of our task force. A list was published of cities in which we hoped to hold hearings during the summer. For a variety of reasons a curtailment was necessary. It was necessary, for a variety of reasons, to modify that schedule in substantial ways.

This was necessary, for one reason, because of the protracted airlines strike. We had hoped to get out to Denver, for example, but we could not. We had hearings set up in San Diego, but we were obliged to postpone them a month.

On top of that, we have had some difficulty because of the necessity for campaigning only on weekends when, if the leadership had seen fit, we might have finished our legislative duties by Labor Day.

What has developed with the Republican task force is a beginning of something which needs far more attention than it has had.

I might say, there was no decision to go to Philadelphia, as an example, for political reasons. We had, as one of the key witnesses in Philadelphia, the chairman of Americans for Democratic Action. If our motivation had been political, presumably we would have been interested only in hearing Republicans, and we Republicans would not have wanted to hear what Democrats had to say.

Admittedly a good many of the people who testified were very critical of the political motivations behind the poverty program, as established in Philadelphia. That was no reason for us to keep away. In my opinion, the Democrats have as much obligation as we to look, for example, at the way the Daley organization in Chicago has perverted what should be done with the OEO programs, and what is being done with the poverty programs in Philadelphia.

It does no good simply to ignore these problems and to argue that Republicans are indulging in partisan maneuvering because we go to these cities. We had full cooperation, I might say, from Democrats and Republicans and participants in OEO programs in San Diego.

The CHAIRMAN. The time of the gentleman has expired.

Mr. GOODELL. Mr. Chairman, I ask unanimous consent that the gentleman may proceed for 2 additional minutes.

Mr. BRADEMAS. Mr. Chairman, I reserve the right to object, although I shall not object.

Many of us on this side have spoken for our 5 minutes and we have not gone on and on. I was very concerned when the gentleman from Illinois [Mr. ERLBORN] refused to yield on this side and defended himself by saying that he was following a pattern which had been established after we yielded the 15 minutes to the gentleman from Minnesota [Mr. QUITE].

Mr. Chairman, I withdraw my reservation of objection.

The CHAIRMAN. The gentleman from New Jersey is recognized for 2 additional minutes.

Mr. FRELINGHUYSEN. Mr. Chairman, I regret so much of this debate on this bill has been so dead, with virtually no exchange between people with differing ideas. In my opinion, even if debate has to come this way, with extensions of time by unanimous consent, this, in a sense, is not usual, but it is better than simply ignoring the problems which the minority bring up as if they did not exist.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. FRELINGHUYSEN. I yield to the gentleman from New York.

Mr. GOODELL. I agree in a sense, and I may say that I did ask the gentleman from Indiana to yield on his time and I was going to say that I would request an extension of his time, but he declined to yield to me. However, I do think this is the way we should proceed so that we could have an exchange and a debate and not just listen to one person giving his views and refusing to listen to the other side. No. 2, I want to say that there are a couple of other factors which contributed to the question of going to New York City by our task force. One is we had to pay for our task force to go there. We had to pay all of the expenses for them to get their people up there and to carry these hearings on. That was part of the reason for having the curtailment. The other reason—

Mr. CAREY. Mr. Chairman, will the gentleman yield?

Mr. FRELINGHUYSEN. The gentleman declines to yield to the gentleman from New York [Mr. CAREY].

Mr. GOODELL. The second reason was that we were advised that the situation was such with the high promise and low performance of the poverty program, particularly in the Bedford-Stuyvesant area, that this was a very inflammatory situation and we had better wait before going up there and inquiring into the limitations of the poverty program and talking about improving it. We had

better wait until there was an opportunity to go up in a calmer atmosphere. We tried to be responsible about this. This advice came to us from a variety of sources in both parties and of all political views.

Mr. FRELINGHUYSEN. I might say further that, as chairman of the task force, I was visited in Washington in my own office by over 40 individuals from the Bedford-Stuyvesant area. They gave me at firsthand a very unflattering description of the way that these OEO poverty programs are being handled in that area. So I had an indication there was a problem.

I can assure the gentleman from New York that it is still my intention at an appropriate time to get up there to listen to the people most directly involved in this program or, in some cases, those who are not involved but who are poor. Unless we keep our ears open, it seems to me we will not make needed improvements in complex programs of this kind. So if you can take a leaf from the Republican book, even if not until after the election, we will all be the gainers because we will come up with better legislation than we presently have.

Mr. CAREY. Mr. Chairman, I move to strike the requisite number of words.

Mr. Chairman, twice during the discourse just past the gentleman in the well mentioned not going to New York for a variety of reasons, and my colleague from upstate New York mentioned again that there was a variety of reasons. I will admit that the mayor of "Fun City" is quite popular in *Variety*. I want to make it quite clear that if there were a variety of reasons, they should stimulate a delectable appetite for inquiry. They should really spur a well-meaning team to go up and find out why there would be a variety of reasons why you should not come in and look at poverty in New York.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. CAREY. I decline to yield until I finish my statement.

It is true that there is trouble in New York. If you want to build better legislation, you should take a look at where the trouble lies, and I should think if you were sincere—and I think you are sincere—you would not be dissuaded from coming to New York because there might be trouble there.

Mr. Chairman, I would like to think that the Congress should go where the trouble is and that the Congress should look hard at why there is trouble there.

Mr. Chairman, I would like to think that if you are going to be bipartisan and nonpolitical and if you suspect that there is a problem in Bedford-Stuyvesant, because the program is not being operated correctly, you should go right into Bedford-Stuyvesant.

Mr. Chairman, I agree that the program there is not being run correctly.

Now, Mr. Chairman, let me just suggest this, that it is not so as to the point about which the gentleman talked.

Mr. Chairman, a few months ago, the minority were traveling from Philadelphia to New York, but the gentleman from New York stopped at Philadelphia.

Mr. Chairman, I would like to suggest to the gentleman from New York that we would have picked up his cost of that travel. We might have even subsidized the difference between the fare for the gentleman, an amount of about \$3 or \$4, in order for the gentleman from New York to see what is going on in New York.

Mr. Chairman, I have made the point time and time again that I do not want to look upon the problem of poverty in New York as a partisan matter.

Mr. Chairman, before the Lindsay administration took over, I personally met with and I had colleagues from New York on the Republican side who met with me and we said, "What can we do to help you in an orderly transition?"

"Will you do something to crimp the salaries at the top levels of employment in order that there may be more at the bottom?"

And, "We will assist you in every way possible."

Mr. Chairman, I did not get any request for assistance, although we have been operating this legislation for some years. They did not accept our offer.

Mr. Chairman, if you want a politically inspired poverty program and if you want to put a stop to political poverty programs, come on up to New York, because there you will find the biggest "fat cat" program that exists in the world.

Mr. Chairman, there you have \$45,000-a-year directors.

You have \$35,000-a-year assistants. They have not gotten into the flow of things, they are not getting into the neighborhoods, and I invite you to come to the city of New York and to investigate our poverty program as it is now operated.

Mr. Chairman, if we want coordination with reference to all the facets of this program, let us start with the biggest city in the world, the city of New York. There, you can only get a look in at the poverty program, if you are on the "Lindsay team."

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. CAREY. I am delighted to yield to my colleague, my colleague who stopped on this inspection tour at the city of Philadelphia.

Mr. GOODELL. Mr. Chairman, the gentleman in the well [Mr. CAREY] was appointed to a task force supposedly to look into these various matters. And we said we would cooperate.

Mr. Chairman, the gentleman from New York [Mr. REID] was placed on this task force. We were supposed to go up to the Bedford-Stuyvesant area on a nonpartisan basis in the hope that we could see and determine why the poor were not involved.

But, Mr. Chairman, the gentleman in the well [Mr. CAREY] was gagged and we could not go ahead with the proposed program of inspection.

Mr. CAREY. The gentleman in the well was not gagged by anyone, or else I would not be taking the position which I am not taking in the well of the House.

Mr. Chairman, the gentleman from New York [Mr. REID] has been a very

able member of this committee and he joined me and he wanted to make a complete searching and a serious investigation of this problem. I agreed that we do not have enough serious and searching consideration of the problem because we did not get any help from the city administration in making that investigation.

Mr. Chairman, let me suggest to the Members of the Whole House on the State of the Union that the gentleman from New York [Mr. REID] went with me to Chicago. He saw the program, as I asked him to. Now let us examine this Bedford-Stuyvesant situation as we did in Chicago and to see the problems directly as they exist, then compare New York and Chicago.

Mr. GOODELL. Mr. Chairman, how did we get to Chicago from the Bedford-Stuyvesant situation?

Mr. NELSEN. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, yesterday I made inquiry about the 2,000 demonstrators who appeared on Capitol Hill. Rumors prevailed that many of the demonstrators were on the public payroll. I wish to make it crystal clear that I have no objection to people appearing on Capitol Hill to see their Congressmen on any issue, but I think it would be a tragic mistake and certainly one that needs to be examined if they are on the payroll and if their expenses are paid by the poverty program to appear here to lobby.

The gentleman from Florida [Mr. GIBBONS] stated yesterday that he would secure information. I believe these facts should be on the table at this point, and I will yield to the gentleman if he has any information concerning this.

Mr. GIBBONS. Mr. Chairman, if the gentleman will yield?

Mr. NELSEN. I yield to the gentleman.

Mr. GIBBONS. Mr. Chairman, I made inquiry about this.

I am advised that it is against the Office of Economic Opportunity regulations to pay any expenses for such purposes. None have been paid. None will be paid. To repeat what I said yesterday, if there is any attempt to collect any money out of the Office of Economic Opportunity for this type of activity, I will violently resist it and do everything in my power to stop the paying of any money. As far as I know, no Office of Economic Opportunity money has been paid.

Mr. QUIE. Mr. Chairman, will the gentleman yield?

Mr. NELSEN. I yield to the gentleman.

Mr. QUIE. I would like to ask the gentleman from Florida when he says, "Office of Economic Opportunity money" does he mean from the national office here in Washington or does he mean OEO money that was used in community action agencies in the local cities?

Mr. GIBBONS. I mean no Federal moneys.

Mr. NELSEN. Mr. Chairman, I hope that the answer is accurate and I am sure the gentleman would not willingly misstate any facts.

Mr. GIBBONS. I hope also that it is accurate. If it is wrong, all I can say is that this is the information that has been given to me and I believe it. I will follow through on it, as I said.

Mr. NELSEN. I thank the gentleman, but I would wish to point out that it has come to my attention that some of the expenses have been paid out of these community action programs. If this is true, this is Federal money.

Mr. GIBBONS. Mr. Chairman, will the gentleman yield at that point?

Mr. NELSEN. I yield to the gentleman.

Mr. GIBBONS. I know that article have appeared in the New Jersey newspapers—I am not familiar with the titles of the newspapers—describing how these funds were raised and how the program of the people coming down here was financed. I said yesterday, I did not approve it. I said that I thought Congressmen could be reasoned with and not coerced. I have not talked to any Congressman who was involved in that situation yesterday who thought he was coerced. I do not think anybody's integrity has been infringed upon or lost and certainly mine has not.

Mr. NELSEN. I am sure nobody will be excited about a visitor coming to the office. But the point I make is that if the taxpayers' money is being used, it is a misuse of the taxpayers' money and it is not in the public interest and not for the benefit of this program.

Mr. GIBBONS. I agree with the gentleman.

Mr. NELSEN. Now it was brought out on this floor that voter registration activities were going on in Cincinnati. It has not been disputed. If that is true, it certainly is a misuse of funds particularly if it is used on a partisan basis, whether it be Republican or Democratic.

Mr. Chairman, I have repeatedly on this floor called attention to the violations of the Hatch Act. The administration has done nothing about this. I have documented these facts. If we see a series of incidents in our Government, if these persons appearing here are on the payroll, if we condone voter registration misuse of funds, if we condone violations of the Hatch Act, which has been done, then we as Members of Congress are failing to meet our responsibilities because the people of our great country are entitled to better and cleaner handling of public affairs where the taxpayers' money is used.

Mr. FRELINGHUYSEN. Mr. Chairman, will the gentleman yield?

Mr. NELSEN. I yield to the gentleman.

Mr. FRELINGHUYSEN. Mr. Chairman, I thank the gentleman.

As the gentleman knows, a number of individuals came down from Newark, N.J., to petition in favor of this poverty bill. It so happens I took a flight from Washington to Newark yesterday to meet an evening commitment. On the plane with me were a number of these individuals with their buttons still in their lapels. I did not ask any of them how their trips were financed. I would simply like to say that the cost of an airplane trip, one way from Washington to

Newark, is \$18. I know for a fact that there are other and cheaper ways of getting between those two cities.

The CHAIRMAN. The time of the gentleman has expired.

Mr. SIKES. Mr. Chairman, I move to strike out the last word.

(Mr. SIKES asked and was given permission to revise and extend his remarks.)

Mr. SIKES. Mr. Chairman, there has been a great deal of discussion of the merits of the bill before us, of the substitute which has been proposed, and of the poverty program itself. There has been surprisingly little discussion about the necessity for such a program. I question that there is a necessity. Yes, I know that there is great poverty in many areas of our country, that it is difficult for some Americans to get their heads above water. But, I know too that the Congress has approved many programs to help those who want a better life. I have never been convinced that there is a requirement for the poverty program which is now under debate. Its operations during the period of its existence certainly have not added to my confidence in the program. The stories of waste, of extravagance, of overpayment of officials, of lack of discipline in the Job Corps, of failure to accept and discharge the responsibilities inherent in the program; all are well known. I find too little that refutes those charges. I find altogether too little which demonstrates the essentiality of continuing the program now that its test run has been made.

America is very deeply involved in war. It is a difficult war to fight, in a difficult terrain and with difficult supply problems. It is a very costly war. Add, too, the mounting forces of inflation, and here the prospects are fully as frightening as any other threat which confronts our Nation. America just cannot afford everything for everybody. Our country can't take a chance on inflation getting further out of hand. So very little has been done either to hold down the cost of Government or to stop inflation. There is talk, persuasive talk, but the record sheet shows no results. There are no significant accomplishments at this date.

Congress could perform a distinct service by killing this bill. The Nation doesn't require a poverty program now. Most of the essential work that is needed in this field—and some is needed—will be done whether or not there is a poverty program as such. No one questions the desirability of cutting the cost of Government where this properly can be done. No one questions the fact that governmental expenditures are forcing inflation upward. No one questions the fact that expenses of war must be met regardless of inflation. By rejecting the authorization for a continuation of the poverty program, the Congress would take a major forward step in establishing a sound course, and it is the course which I believe the American people want.

Mr. AYRES. Mr. Chairman, I move to strike the requisite number of words.

I concur with those who have previously stated that our constituents do have a perfect right, and they should

exercise the right, to come to Washington and relate their views to us.

Yesterday I met with my community action people who came to Washington to lobby for the poverty bill. While I was meeting with them out in the Rayburn Room, Sargent Shriver came by. He was his most gracious, usual self. He autographed their propaganda, because he was up here lobbying yesterday also. Then he had a few needling remarks to say about me in front of my constituents:

If it were not for BILL, my problems would be over—

Said Sarge.

My constituents, who know me well, said:

Sargent Shriver, we know where ole BILL stands. He is our friend.

The point I would like to make is that I felt sorry for these people because I know them personally. They are poor people and they are on the poverty payroll at home under the community action program. I talked with them at quite some length. I asked them how much allowance they had been given to get to Washington, and one dear lady whom I have known for a number of years said:

BILL, they were kind of skimpy. They gave us only \$16-a-day per diem.

Then a gentleman spoke up and said: We did get a little car allowance.

They planned on staying only 1 day. Last evening the weather was inclement and they called my office about 4:30 and talked with my secretary, who is also from Akron. They said:

You know, since the weather is so bad, we're afraid we can't drive back. We would like to stay at a hotel, if you believe you can get us reservations.

My secretary called the Congressional Hotel and got reservations.

While they stood at the desk, and, being poor people, without much luggage, the manager found there was no room for them in the inn.

But they knew that "old BILL" was their friend. They called our office and my secretary authorized the manager of the hotel to state that I would stand for the bill if they could not.

These people are honest and sincere people. They were not asking to borrow money. They were only asking, you might say, that I sign the note.

But they then said to the manager:

We'll call Akron. We think we can get the bill OK'd.

Now, laugh if you want to, cry if you may, those of you who have just been snickering. The gentleman from Florida [Mr. GIBBONS] may want to make a call to the hotel in a few minutes to check for himself. They called Akron and they got an OK from the Greater Summit County Community Action Council of the poverty program at home that they would pay the bill. When they left this morning, they signed the bill, and the bill is being mailed to the Greater Summit County Community Action Council, 72 East Market Street, Akron, Ohio, for these five poor people who found they could stay in the inn.

Now, let Mr. Shriver answer this one. He might say, "I am not responsible for what went on out in the field."

I have a feeling that many of these people, poor people, were ordered down to Washington under the same situation. They were being paid \$16 per diem by the taxpayers of the United States.

I suggest that the gentleman from Florida [Mr. GIBBONS] go over to the Congressional Hotel and ask for Mr. Bacheck, the manager, and he will be glad to issue a copy of the bill, and if it is not paid by the Community Action Council at home, of course, I will pay it. But what a shame they had to come.

Mr. WAGGONER. Mr. Chairman, will the gentleman yield?

Mr. AYRES. I yield to the gentleman from Louisiana.

Mr. WAGGONER. I am a little bit confused, because I do not know whether it would be better for the OEO to pay the overnight lodging expenses of these people or whether it would have been worse for the gentleman to have set the precedent he perhaps intended to set.

Mr. AYRES. I will say to the gentleman from Louisiana that I was raised in poverty. I know what it is to be broke. These people would like to have gone home last evening.

But they were not in a brandnew car. They were in an old car. The weather was bad and the driving would have been difficult. They are honest people. If the OEO does not pay them as they promised to, I will consider it a Christian gesture, in the name of those who believe in helping poor people, and I do.

Mr. WAGGONER. Mr. Chairman, will the gentleman yield further?

Mr. AYRES. I yield to the gentleman from Louisiana.

Mr. WAGGONER. Mr. Chairman, I hope this word does not get back to Louisiana very soon.

The CHAIRMAN. The time of the gentleman has expired.

(By unanimous consent, Mr. AYRES was allowed to proceed for 1 additional minute.)

Mr. AYRES. Mr. Chairman, I believe it would be advisable for this committee to make certain that Sargent Shriver is called before the Education and Labor Committee and answer the many charges that have been made, because we now have new rules in our committee. We can expedite things overnight. I believe under the new leadership, under the chairmanship of Chairman POWELL, who still has the gavel—and who has not broken it yet, I will say to our chairman—we can take this bill back and come out with a clean bill, and Sargent Shriver then will be able to prove whether or not he should remain on the job.

Mr. O'HARA of Michigan. Mr. Chairman, I move to strike the requisite number of words.

Mr. CAREY. Mr. Chairman, will the gentleman yield?

Mr. O'HARA of Michigan. Mr. Chairman, I yield to the gentleman from New York.

Mr. CAREY. Mr. Chairman, may I salute my distinguished colleague from

Ohio for his reference to the new rules of the committee. He said that we can now expedite things overnight. I am presenting a bill tomorrow for the committee at its regular meeting to set up a model school for the deaf in the District of Columbia. Under the rules, the bill is in order. I would like to be assured the gentleman will stick to his word and help expedite things overnight and not do anything to block the bill.

Mr. AYRES. Mr. Chairman, will the gentleman yield?

Mr. CAREY. I yield to the gentleman from Ohio.

Mr. AYRES. Mr. Chairman, as the gentleman knows, I have always supported legislation of this type. I objected to its consideration the other day because it had not been considered under the new rules. Now that he is bringing it up under the new rules, I will be there and discuss it under the new rules.

Mr. CAREY. Not to press the point, but I am sure the deaf will be glad to hear this.

Mr. AYRES. Mr. Chairman, will the gentleman yield?

Mr. O'HARA of Michigan. I yield to the gentleman from Ohio.

Mr. AYRES. Mr. Chairman, I might say that even though their ears might not be able to hear, their hearts will feel it.

Mr. CAREY. Mr. Chairman, in my heart I know you are right.

Mr. O'HARA of Michigan. Mr. Chairman, I rise to ask a question. There have been some comments about the Cincinnati voters' registration that the gentleman from Minnesota referred to. What are the facts, and what is supposed to be wrong with what was done? Can one of the gentleman on the minority side tell me?

Mr. NELSEN. Mr. Chairman, in answer to the gentleman, in the debate yesterday, it was brought to the attention of the House that voter registration had been conducted in Cincinnati in Democrat precincts only, and that employees of the poverty program were conducting the voter registration drive. This has not been disputed. I hope it is not true, but it has not been refuted by anyone, to my knowledge. If it has gone on, it is wrong, because certainly if it is used in a partisan way, it is completely out of line. I believe it should not be done at all in fact, and it is not a part of the job of the poverty program to register voters.

Mr. O'HARA of Michigan. Mr. Chairman, I believe one of the things a community action program ought to be doing is promoting good citizenship and citizen participation in the affairs of the community if they do it in the right way. I yield now to the gentleman from Ohio [Mr. GILLIGAN], for the purpose of advising this committee just what did happen in Cincinnati.

Mr. GILLIGAN. Mr. Chairman, I thank the gentleman for yielding. I believe it is important to set the record straight, since certain allegations have been made with respect to the voters' activities in Cincinnati. An operation called "REV-UP"—that is, Register Every Voter—was conducted in the city

of Cincinnati, culminating on Sunday past, when, for the first time in the history of Ohio, we had all the polling places in the county of Hamilton, 1,300 places, open to register voters.

Sponsoring operation REV-UP, or among those sponsoring it, were the president of the Board of Rabbis of Cincinnati, the secretary of the Council of Churches, the archbishop of Cincinnati, the Episcopal bishop of southern Ohio, the executive secretary of the YWCA, and the heads of the Boy Scouts and the Girl Scouts, and the PTA's of both the public and parochial schools.

The Neighborhood Council people, working under the community action program, participated just as much as did these other citizen groups in an effort to have every American citizen exercise his privilege and his responsibility of voting.

Lest this slur that these activities were conducted only in Democratic precincts be left unchallenged, I believe the proof of the pudding is in the eating. On last Sunday during the registration hours, 21,000 people went into the 1,300 polling places and were registered, 9,000 in the city of Cincinnati and 11,000 in the heavily Republican silk stocking suburban districts outside the city of Cincinnati.

The CHAIRMAN. The time of the gentleman from Michigan has expired.

(On request of Mr. GOODELL, and by unanimous consent, Mr. O'HARA of Michigan was allowed to proceed for 2 additional minutes.)

Mr. O'HARA of Michigan. Let me say, before the gentleman directs an inquiry to me, I fear this story about the Cincinnati voter registration drive we have been given from the gentleman from Ohio [Mr. GILLIGAN] demonstrates that, unfortunately, some of the minority have more indignation than they have information.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. O'HARA of Michigan. I yield to the gentleman from New York.

Mr. GOODELL. I am not aware of the facts in the Cincinnati case, and did not make reference to it.

We did investigate a number of other cases. I would give a specific example of one particularly in Durham, N.C., where it is established and admitted that nine of the poverty workers used the poverty vehicles to transport people to the Democratic precinct meetings. OEO subsequently condemned this action and said that it was wrong and that they could not permit this to happen. Then subsequently they were involved again in other Democratic activities.

This has been a recurring problem in other counties; in Letcher County, Ky., and a variety of other places.

This points up the need for us to be very careful and very cautious when we get into voter registration and the use of poverty funds.

In Syracuse, N.Y., they went around and said, "Do you want to contribute to democratic organizations?" They handed out pamphlets and "democratic" was with a small "d" but, of course, how many people got that message?

There are a lot of sophisticated and indirect ways this money can be used for political purposes.

Mr. GIBBONS. Mr. Chairman, will the gentleman yield?

Mr. O'HARA of Michigan. I yield to the gentleman from Florida.

Mr. GIBBONS. As I understand the charges made by the gentleman from New York [Mr. GOODELL], I checked on them and it is my information that the money was all refunded. I regret that these people were used like that or used themselves like that.

If the gentleman will support the bill we have before us today, H.R. 15111, he will find in there there are very stringent provisions restricting political activities, and that is exactly what we are trying to do.

Mr. ASHBROOK. Mr. Chairman, I move to strike the requisite number of words.

If the gentleman from Ohio [Mr. GILLIGAN] will remain on the floor I believe we all appreciate the light he shed on these allegations, but I believe the gentleman from Cincinnati, the gentleman from Ohio, should recognize he still has not answered whether or not the community action program individuals concentrated their registration activities in the Democratic wards.

He merely stated in the final analysis that 9,000 in Cincinnati registered and 11,000 in the outside areas, the so-called suburbs, but in no way did he shed any light on or answer the question as to whether or not the community action program individuals concentrated on what would be called the heavily concentrated Democratic wards or precincts.

Mr. GILLIGAN. Do you mean do we have a community action program with workers working in the Indian Hills area, the silk-stocking Republican area, in Cincinnati? We do not have much of a community action program in upper-income Republican areas of Hamilton County.

Mr. ASHBROOK. Then, you are saying that they did concentrate in Democratic precincts?

Mr. GILLIGAN. I say they concentrated their citizenship activities in the places that they have been working in regularly in order to try to get people involved in community activities. Does the gentleman mean to suggest that a person who is in the employ of a program engaged in community action should not participate in partisan political activities? Do you condemn that? If you do, all right. Fine. Then I will present to the distinguished gentleman from Ohio a newsletter circulated in the Negro areas of Cincinnati in this past week which is signed and issued by, according to Ohio law, a gentleman named Ben Simpson, who is identified in this newsletter as the "chairman for Taft Committee in the 13th ward." He is an employee of the Neighborhood Youth Corps.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. ASHBROOK. No. Let us get back to the original point. The gentleman still has not said whether or not the community action workers concentrated in what might be called Democratic precincts.

Mr. GILLIGAN. They concentrated in the neighborhoods where they have been working, which are low-income neighborhoods, and, as any low-income person in this country knows, if he wants help, he votes Democratic.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. ASHBROOK. Yes. I yield to the gentleman.

Mr. GOODELL. The gentleman from Florida just indicated that in the bill, 2 years late, belatedly, the Democrats of this committee have decided that they are going to put in a Hatch Act provision. It remains to be seen how effective it will be, but 2 years ago we asked for this to be done, before you set up all of these organizations for all of these people working in partisan ways. The allegation of the gentleman from Ohio [Mr. GILLIGAN] indicates that there are a few Republicans around in some of these districts that could be helped if they got to them, and that they are not all in the Indian Hills district of Ohio. I think he may find that out come November.

Mr. ASHBROOK. The gentleman from Ohio certainly indicated he has a very active campaign force working for him among these poverty program workers and I congratulate him.

Mr. NELSEN. Mr. Chairman, will the gentleman yield?

Mr. ASHBROOK. I yield to the gentleman.

Mr. NELSEN. I would like to make an observation. It has been documented here by the debate, far beyond what I expected to hear, that political appointees, tax paid, are engaged in voter registration and that the taxpayers are paying for it.

Mr. ASHBROOK. I might add to what the gentleman said. The words used were "partisan political activities."

Mr. GILLIGAN. Mr. Chairman, will the gentleman yield?

Mr. ASHBROOK. Certainly.

The CHAIRMAN. The time of the gentleman has expired.

Mr. ASHBROOK. Mr. Chairman, I ask unanimous consent that I may proceed for 1 additional minute in order to hear the question of the gentleman from Ohio.

The CHAIRMAN. Is there objection to the request of the gentleman from Ohio?

There was no objection.

Mr. ASHBROOK. Mr. Chairman, I yield to the gentleman from Ohio, Mr. GILLIGAN.

Mr. GILLIGAN. Despite all of the references from the other side of the aisle to activities in the Cincinnati area, the one documented case of partisan political activity on the part of an employee of a poverty program is the one that I cited just a moment ago of Mr. Ben Simpson, who is working for the Taft Committee. There is no other specific allegation of partisan political activity in the Cincinnati area on the part of anybody else.

Mr. ASHBROOK. I hope that the gentleman will report this.

Mr. CLANCY. Mr. Chairman, will the gentleman yield?

Mr. ASHBROOK. I yield to the gentleman from Ohio.

Mr. CLANCY. May I ask the gentleman from Cincinnati, Ohio, did your campaign manager actively solicit signatures for your petition on renomination?

Mr. GILLIGAN. Did my campaign manager?

Mr. CLANCY. Yes. Solicit for you. Is your campaign manager a member of the poverty program in Cincinnati?

Mr. GILLIGAN. No, sir.

Mr. CLANCY. Was Mr. Hansan your former campaign manager?

Mr. GILLIGAN. Yes.

Mr. CLANCY. Did he solicit your petition this year?

Mr. GILLIGAN. No, he did not.

Mr. CLANCY. He did not solicit your petition this year?

Mr. GILLIGAN. No, he did not.

Mr. CLANCY. Did he ever solicit any petition for you?

Mr. GILLIGAN. Before he was in the poverty program.

Mr. GIBBONS. Mr. Chairman, I want to use some of that time that I reserved a while ago.

Mr. Chairman, we have fought out the New York campaign and we have just finished the Ohio campaign, I hope. And, we only have 48 more States to go.

Mr. Chairman, we have 41 more pages in this bill to go. And, I want to see if we cannot get some kind of agreement as to when we can vote on the substitute amendment which has been offered by the gentleman from Minnesota [Mr. QUIE] and see if we can reach some agreement with the gentleman, either the gentleman from New York [Mr. GOODELL] or the gentleman from Minnesota [Mr. QUIE].

Mr. GOODELL. I would say to the gentleman from Florida that the debate, for the first time perhaps, is only beginning to interest the Members.

Let us not cut it off too fast. I would like to see us move expeditiously, but if there is a move to cut off the debate, we should wait a few minutes and not make it so restricted.

Mr. GIBBONS. Can we agree to cut it off within a period of 5 minutes or 10 minutes on each side?

Mr. GOODELL. No.

Mr. GIBBONS. We agreed a while ago that after we had talked for a little while?

Mr. GOODELL. During the preceding colloquies I believe some issues have been raised that we did not anticipate. Therefore, I would suggest that we go a little longer and perhaps this will subside and then we can place a limit upon the continuing debate by unanimous consent.

Mr. GIBBONS. Well, suppose we go a little longer—15 minutes from now?

Mr. GOODELL. We have some 20 Members standing, and if all debate ends within a period of 10 minutes, the gentleman is saying that they shall have one-half minute each.

Mr. GIBBONS. Each of the Members standing may not consume their one-half minute and, therefore, we can reach a vote on the substitute at an earlier time.

Mr. GOODELL. That is a very unfair restriction, in my opinion.

Mr. GIBBONS. Does the gentleman from New York want about 5 minutes, and we will take 2 minutes? Go ahead and take 5 minutes and we will take only 2 minutes.

Mr. GOODELL. I understand that the gentleman from Florida wants to proceed expeditiously, as we do. But I believe when you have 20 Members standing it is not the proper time to impose a debate limitation. Let us see what happens during the debate in the next 10 or 15 minutes.

Mr. GIBBONS. Well, in about 5 or 10 minutes, and then I shall be prepared to start moving to cut off all debate? I want to see you have an opportunity to discuss all of the amendments.

Mr. GOODELL. I do not believe we can answer what has been discussed here in debate during the next hour.

Mr. Chairman, I reserve the balance of my time.

Mr. GLENN ANDREWS. Mr. Chairman, I move to strike the requisite number of words.

(Mr. GLENN ANDREWS asked and was given permission to revise and extend his remarks.)

Mr. GLENN ANDREWS. Mr. Chairman, I should like to ask the gentleman from Florida [Mr. GIBBONS]—and I shall not use all of my time—but I would like to address a question to the gentleman from Florida on this subject at this very time in order to put the subject matter into focus.

Mr. Chairman, there is considerable question about this business of politics which exists in the various programs.

I, myself, a year ago offered an amendment to prevent political activity in the community action program.

At that time the gentleman from Florida [Mr. GIBBONS], in discussing my amendment, stated that if my amendment should pass, the people involved in the community action program could not even talk to one another.

Thus, by design and by conception, and by promise here on the floor, politics was the only thing they intended to talk about in the community action program.

Now, then, will the gentleman from Florida [Mr. GIBBONS] answer my question, why if all of these remarks we have made are invalid, has the committee this year adopted my amendment?

Mr. GIBBONS. Mr. Chairman, if the gentleman will yield, I do not know that we adopted the gentleman's amendment. The amendment which the gentleman proposed last year I do not believe is the same amendment which the gentleman proposed this year. If it is the same amendment, I suppose we can have persuasion by reason.

Mr. GLENN ANDREWS. Mr. Chairman, the amendment is to the same effect as the amendment which I offered last year. When it was offered last year Mr. GIBBONS claimed that my amendment was full of so much punctuation and such other language that he could not understand it. But the amendment has been taken by the gentleman from Flor-

ida [Mr. GIBBONS] and applied to the bill this year—Why?

Mr. GIBBONS. That is true.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. GLENN ANDREWS. I yield to the gentleman.

Mr. GOODELL. Mr. Chairman, I think the record should be clear that last year when the gentleman from Florida [Mr. GIBBONS] objected to the amendment offered by the gentleman from Alabama, he used the language along that line, it was so complicated and had so much punctuation in it that no one knew what it meant. The language that was being offered by the gentleman from Alabama was the precise language in title I of the poverty law that had applied to the Job Corps since the very beginning of the program. That language was offered by the gentleman from Alabama and was resisted last year as similar language was resisted when the original poverty program came before our committee and the Congress.

We ought to have had a Hatch Act amendment in this bill a long time ago. Now that most of the workers have been hired and most of the organizations have been set up, we seem to be ready in the committee to move forward and apply the Hatch Act.

Mr. COLLIER. Mr. Chairman, will the gentleman yield?

Mr. GLENN ANDREWS. I yield to the gentleman.

Mr. COLLIER. Mr. Chairman, departing for a moment from the matter of partisan political action in these community action programs, it seems to me among the letters I received urging me to vote for increased appropriations for this bill was one from somewhere on the west coast, either in California or in the State of Washington, stating that in setting up some of the activities of the local programs, one of them was clearly specified by the director of the program in that area that these people had gone out and worked for the passage of a bond issue.

Bond issues are not always good, some are good and some are bad and in many instances they are controversial in a community.

Do I understand that these people were used to go out and take a side in securing the enactment of a bond issue in a community—when elsewhere in the letter it was indicated that some of these people were from outside of the community.

It seems to me that this is not a proper role where a community has a pending bond issue which might be controversial and merely because these people might take one side or the other and they employ government-paid people to go out and become involved in one side or the other of a bond issue, I think is fundamentally and basically wrong.

Mr. GLENN ANDREWS. I ask the gentleman from Florida [Mr. GIBBONS] again if the change this year as far as political activity is concerned, with the amendment that has come out of the committee, does that in your opinion

prevent engaging in political activity in community action programs?

Mr. GIBBONS. Partisan political activity—yes.

Mr. GLENN ANDREWS. I see.

Then what happened—what is it that brought about this change in attitude over that you had last year—what has happened that would constrain you to offer this amendment this year to this bill to prevent partisan political activity when you opposed it so a year ago.

Mr. GIBBONS. I do not know whether this is my amendment or not. It is what we agreed to in committee.

Mr. GLENN ANDREWS. Does the gentleman from Florida know what it is that caused this amendment to be brought forth and passed this year when it was not necessary at all last year?

Mr. GIBBONS. I do not want to get personal about the amendment that was passed last year.

Mr. GLENN ANDREWS. It is not a personal matter. This involves political activities in the poverty program. All America is interested in this amendment.

The CHAIRMAN. The time of the gentleman has expired.

Mr. PUCINSKI. Mr. Chairman, I move to strike out the last word.

(Mr. PUCINSKI asked and was given permission to revise and extend his remarks.)

Mr. PUCINSKI. Mr. Chairman, I rise in opposition to the substitute that is before the House at this moment. We have gone in all sorts of directions and I would like to add just one further thought before I go into the discussion of the Office of Economic Opportunity bill.

There have been some comments about the Chicago program. No program in America has been more thoroughly investigated than the Chicago program by the newspapers, magazines, television, radio. The minority staff of the Education and Labor Committee has spent a great deal of time in Chicago. I think we all agree that the Chicago program is a model program for America. I believe Mayor Daley—and even his most partisan critics must grudgingly admit—that Chicago's mayor is the most competent, municipal administrator in this country.

The Chicago poverty program has been a model program. It has worked well. It has had its share of shortcomings and faults. We have tried to correct them.

But what is before the House right now is a substitute bill.

I think we ought to devote some time to a discussion of that.

H.R. 16307, the bill presented by the gentleman from Minnesota [Mr. QUINN] says in its preamble that it is:

A bill to mesh the combined efforts of government at all levels with private endeavors to provide jobs and dignity for the poor.

Now no one could quarrel with that very lofty ideal and that very lofty goal. Yet if you read the preamble of the existing law, the law that we are amending today, it also states that it is the purpose of this act to strengthen, supple-

ment and coordinate efforts in the furtherance of that policy.

I submit to my colleagues that in submitting the substitute bill, the gentleman from Minnesota is perhaps in the right church but the wrong pew, because this substitute bill, while it talks about meshing the combined efforts, actually would undo the very thing that Congress did in 1964 when it launched this massive poverty program.

Yesterday I said that I will concede that many mistakes have been made in this program during the growing-pains period, but now this program is showing positive results. I submit that the substitute bill would put us right back to where we were in 1964 before President Johnson proposed to this Congress an Office of Economic Opportunity which would serve as a coordinative agency, as a catalyst for all the programs that are now being undertaken in this country. We have had much activity in the past. It would be an injustice to previous Congresses to say that we alone discovered the problem of poverty.

Many agencies—the Department of Labor, the Department of Health, Education, and Welfare, both under Democrats and Republicans—have made efforts in this direction, but it was in 1964, through the Office of Economic Opportunity, that we took all these programs and coordinated them.

I say that for us to accept this substitute and to give Headstart to the Office of Education and all these other programs to the Department of Labor would in the long run cost us more money. As we develop new techniques, new ideas, new policies, we are going to make this poverty program a lot more efficient than it has been.

For someone to suggest a substitute program, now that our earlier efforts are bringing the results we originally envisioned, is clearly to say that we made a mistake in 1964. I cannot believe anyone interested in true economy in government would have us go back to the old days when each agency was vying for taxpayers' funds and the game of one-upmanship was the rule of the day. Today they are all working together. Today a community action program or a community organization or a community agency—

The CHAIRMAN. The time of the gentleman from Illinois has expired.

Mr. PUCINSKI. Mr. Chairman, I ask unanimous consent that I may proceed for 1 additional minute.

The CHAIRMAN. Is there objection to the request of the gentleman from Illinois? Without objection, the gentleman is recognized for 1 minute.

There was no objection.

Mr. PUCINSKI. I thank the Chairman.

What has happened here is that you now have community agencies. They are part of a coordinated program. They submit proposals to the regional office. The regional office sees what the program looks like, to be sure there is no duplication. It then moves on to Washington. OEO works with all these agen-

cies to put the package together, and we achieve both economy and progress.

I submit that to accept the substitute, well meaning as it may be—and there are a lot of good features in the substitute—to accept the substitute would really turn the clock back on a program that is bringing dignity, hope, and opportunity to millions of Americans who have been living in poverty and despair much too long.

Mr. GIBBONS. Mr. Chairman, I am about to move to cut off debate.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. GIBBONS. I yield to the gentleman from New York.

Mr. GOODELL. I would hope that the gentleman would not move to cut off debate. This is a most important overall substitute. I have not yet spoken. I would like to move to strike the last word, then I would hope to be able to generously yield to the Members on the other side of the aisle if they want to reply to what I have to say, but I will have only 5 minutes.

Mr. GIBBONS. Mr. Chairman, I shall not interrupt the gentleman. He may speak all 5 minutes if he want to. But I move that the debate cease on this substitute amendment in 10 minutes, the last 5 minutes of which will be reserved for the majority side. I so move.

Mr. QUIE. Mr. Chairman, will the gentleman yield?

Mr. GIBBONS. I yield to the gentleman from Minnesota.

Mr. QUIE. The heavy steamroller is in evidence.

The CHAIRMAN. The question is on the motion of the gentleman from Florida.

Mr. GROSS. Mr. Chairman, a point of order. Time cannot be reserved by the committee on a motion to limit debate.

The CHAIRMAN. The gentleman from Iowa is correct.

Mr. GIBBONS. Mr. Chairman, then I move that all debate cease at 3 o'clock on the substitute amendment and all amendments thereto.

The CHAIRMAN. The question is on the motion of the gentleman from Florida [Mr. GIBBONS], that all debate on this amendment in the nature of a substitute and all amendments thereto cease at 3 o'clock.

Mr. ASHBROOK. Mr. Chairman, I demand tellers.

Tellers were ordered, and the Chairman appointed as tellers Mr. GIBBONS and Mr. QUIE.

The Committee divided, and the tellers reported that there were—ayes 120, noes 88.

So the motion was agreed to.

The CHAIRMAN. All debate on this amendment and all amendments thereto will terminate at 3 o'clock.

The Chair observed standing at the time the motion was made the gentleman from Florida [Mr. GIBBONS], the gentleman from Minnesota [Mr. QUIE], the gentleman from New York [Mr. GOODELL], the gentleman from California [Mr. TEAGUE], the gentleman from Ala-

bama [Mr. GLENN ANDREWS], the gentleman from Pennsylvania [Mr. MOORHEAD], the gentleman from Michigan [Mr. WILLIAM D. FORD], the gentleman from Michigan [Mr. CEDERBERG], the gentleman from Iowa [Mr. GROSS], the gentleman from Minnesota [Mr. FRASER], the gentleman from Michigan [Mr. FARNUM], the gentleman from Florida [Mr. MATTHEWS], the gentleman from Tennessee [Mr. QUILLIN], the gentleman from New Jersey [Mr. JOELSON], the gentleman from Minnesota [Mr. MACGREGOR], and the gentleman from Minnesota [Mr. NELSEN].

Each Member will be recognized for approximately one-half minute.

The Chair recognizes the gentleman from Minnesota [Mr. QUIE].

Mr. QUIE. Mr. Chairman, in the half minute I have I merely wish to remind my colleagues of the assurances we received from the chairman of the Committee on Education and Labor at the opening of the debate that there would be no effort to close off the time on amendments as you can read on page 22810 of the RECORD.

If we are going to have the opportunity to fully debate a piece of legislation which is one of the most important that will be considered this year there should not be an effort to ramrod it through without ample time to discuss amendments, especially a complete substitute to the legislation. I believe it is uncalled for and will not permit the kind of debate necessary for this legislation.

The CHAIRMAN. The Chair recognizes the gentleman from Florida [Mr. GIBBONS].

Mr. GIBBONS. Mr. Chairman, I yield to the Resident Commissioner from Puerto Rico.

(Mr. POLANCO-ABREU asked and was given permission to revise and extend his remarks.)

Mr. POLANCO-ABREU. Mr. Chairman, I arise in support of the Economic Opportunity Amendments of 1966. Puerto Rico is no new belligerent in the war on poverty. Poverty is an old foe, and we have been waging war against it on our island since the beginning of this century. We have been pursuing this adversary with every human and economic resource available to us, and we are prepared to continue our aggression throughout many years to come, because this is not a struggle to be won in the first engagement or with a single campaign.

We in Puerto Rico have fought poverty on the housing front; we have fought it on the education front and on the ramparts of industrialization to create jobs. But mostly, our poverty war is being fought in the hearts and the minds of the Puerto Rican people, because it is the kind of war which is changing the face of Puerto Rico and the destiny of the Puerto Rican people.

The war against poverty is raging in the mainland cities, and their poverty-stricken rural counterparts, and this struggle will change, finally, the face of America and the destiny of Americans.

When we consider specific legislation, such as the bill before us today, it is difficult to predict with any precision its effect on future generations of Americans. But since I have had experience in this type of battle, I can well imagine what it might be: Somewhere, in some crowded American city, on some isolated farm or along some meandering country road is a young man or a woman, unknown to us today, who because of the opportunity provided by the programs we are now called upon to approve, may become the person to change the entire quality of life in the United States and perhaps in all this hemisphere. He may be able to do this because he was given a chance, which he might never have had, to gain an education, to rise above the ghettos of his beginnings, to achieve for himself an identity and a purpose without which the creative personality cannot flourish in a democracy.

I can predict such events because I have seen them happen. I have witnessed them with some of my impoverished friends and many of their friends. The human spirit needs only the slightest nourishment, and it can flourish in the most barren of soils. Today many of our cities are barren of opportunity, but contain vast unused reservoirs of productivity, rich in untapped talent—deserving people awaiting only the outstretched helping hand proffered by this bill.

It is this bill, which supports this new kind of war, which can attack and smash the vicious poverty-ignorance combination on a broad front. We are only now firing the first salvos, and assuredly if we continue the assaults, we shall succeed. I most wholeheartedly urge that we do not falter in this appointed task, but rather that we continue with new resolve and firm determination.

Mr. GIBBONS. Mr. Chairman, I regret that we had to move to cut off debate at this stage of the proceedings. Many Members have commitments to go home and to do necessary things on Friday.

After 11 quorum calls in these past 3 days, and after more than 2 hours on this one amendment, knowing we have 103 others yet to come—

The CHAIRMAN. The time of the gentleman from Florida has expired.

The Chair recognizes the gentleman from Alabama [Mr. GLENN ANDREWS].

(By unanimous consent, Mr. GLENN ANDREWS yielded his time to Mr. GOOD-ELL).

The CHAIRMAN. The Chair recognizes the gentleman from New York [Mr. GOOD-ELL].

(By unanimous consent, Mr. NELSEN yielded his time to Mr. GOOD-ELL.)

Mr. MacGREGOR. Mr. Chairman, I ask unanimous consent that the 30 seconds allotted to me be yielded to the gentleman from New York [Mr. GOOD-ELL].

Mr. GROSS. Mr. Chairman, I make the same request.

Mr. COLLIER. Mr. Chairman, I make the same request.

Mr. TEAGUE of California. Mr. Chairman, I make the same request.

The CHAIRMAN. Is there objection to the requests of the gentlemen?

There was no objection.

The CHAIRMAN. The Chair recognizes the gentleman from New York for 3 minutes.

Mr. GOOD-ELL. Mr. Chairman, I also regret that there has been a limitation of time, because I think with some patience this would have developed into a situation where we could have with complete agreement disposed of this, the most important amendment which we are going to consider, within a reasonable time. I am not particularly moved by the statement of the gentleman about quorum calls being made when we are considering a bill which calls for an expenditure of \$1.75 billion. This bill should benefit and affect a great many people across this land. It will affect all of the taxpayers. We should have a quorum on the floor to deliberate during a discussion of this legislation.

Mr. ARENDS. Mr. Chairman, will the gentleman yield?

Mr. GOOD-ELL. I yield to the gentleman from Illinois.

Mr. ARENDS. I may say for the benefit of the gentleman from Florida that if we had 294 Members on our side of the aisle, I feel sure we would be able to keep 100 here.

Mr. GOOD-ELL. Mr. Chairman, I regret that this debate has become unnecessarily bitter and partisan. I would say to you, gentlemen, that you are considering a major proposal here today in this substitute. It is a proposal which I think embarrasses a great many of the people on this side of the aisle because it incorporates some sensible approaches to programs that are off the track.

Mr. Chairman, I am amused when I hear gentlemen on this side of the aisle say that in 1964 we declared war on poverty and we started to fight poverty. Now, whatever happened to the New Deal and the Fair Deal and the Eisenhower administration and the New Frontier? Have you forgotten the over \$40 billion that we are spending on a variety of other programs which affect the poor?

We have heard the question raised over and over again here about our proposal going in the opposite direction from coordination. Our proposal would put all Headstart programs in the Office of Education. Is it more important to coordinate all Headstart programs in one agency or to coordinate Headstart with the Small Business Administration or the Farmers Home Administration in one agency? We have two different agencies in Washington now making grants to our local people for Headstart. Local officials do not know how much they will get from each one, and they have different standards for each agency. Why does it not make sense to coordinate through a single agency with an expansive program? We will double the money for Headstart in our proposal. Why does it not make sense to put Community Action in OEO? They have more than they can handle in all of these organizations. It is cockeyed administrative structure that you gentlemen support, and I hope we on this side of the aisle are going to completely revamp it in the next 2 or 3 years. Some of you will have to look with embarrassment at the words you have said which will

be written in the Record about the necessity of an Office of Economic Opportunity to coordinate all of these programs when the administration comes forward in a year or two and faces up to the necessity of disintegrating these programs into different agencies.

The CHAIRMAN. The Chair recognizes the gentleman from Minnesota [Mr. FRASER], for one-half minute.

(Mr. FRASER asked and was given permission to revise and extend his remarks.)

Mr. FRASER. Mr. Chairman, I hope that this amendment is defeated. It is my impression that the OEO programs across the country are taking hold and are really beginning to be felt in the communities and in the poor neighborhoods and by the poor themselves. I spent last week touring some of the projects in my own city of Minneapolis, and I can tell you these projects are well run and are doing a good job. Suddenly now to begin to revise the whole organizational structure of the poverty program under these circumstances, it seems to me, would be a step backward and would be a tragic mistake. It would be a mistake, Mr. Chairman, to have this amendment adopted.

The Office of Economic Opportunity has done a remarkable job of coordinating the attack on poverty. Too often we allow its scattered failures or inadequacies to obscure its real accomplishments over the past 2 years. As Sargent Shriver said during the hearings held by the Subcommittee on the War on Poverty, the OEO in less than 2 years has reached over 600,000 preschool children in Headstart programs, over 500,000 teenagers in the Neighborhood Youth Corps, and over 750,000 others in job and skill training opportunities. With the help of the OEO projects, over 2.2 million people, since the beginning of the war on poverty, have increased their earnings above the poverty level.

The importance of the OEO programs is identified by examining how this result was achieved. With the help of Federal, State, and local programs, these 2.2 million people took themselves out of poverty. Self-help has been the missing dimension in the lives of many of the poor. Self-help is the new dimension that has made many OEO programs so effective.

The aspect of the war on poverty that emphasizes self-help in the most unique sense is the community action program. I can speak from the experience of Minneapolis when I say that CAP has given to the poor the organization, the incentive, and the voice to work for themselves. Larry Harris, the Minneapolis director of Economic Opportunity, has written:

It will be most unfortunate if the Congress does not see fit to enlarge the Economic Opportunity Act and particularly the community action program for this fiscal year. The CAP has given a first voice to the low income residents in our community which we must hear and heed if our democracy is to continue as a real government of all the people.

The administration recommendation for CAP authorizations at a level of \$914 million is barely adequate to maintain

programs planned on the assumption last year that appropriations for this year would be doubled. The committee recommendation to cut this authorization to \$805.5 million is, I think, unfortunate. But to cut the committee recommendation even further would be disastrous. The programs long planned as part of coordinated attacks to strike at the roots of poverty would be dangerously affected.

To give you an idea of the extent of these programs and their potential effect, I read to you from a list submitted for funding by the Minneapolis community action program:

- A family planning clinic.
- An experimental junior high.
- A reading resource center.
- Urban area summer program, curriculum development.
- A small business development center.
- A youth employment service.
- A post high school counselor.
- A neighborhood service center.
- A summer work training program.

The amount of effort that has been put into planning these programs—by officials of all levels of government and, most importantly, by the poor themselves—must not be allowed to go to waste. I urge the greatest expansion of the war on poverty that this Congress finds possible, and rejection of this amendment.

The CHAIRMAN. The Chair recognizes the gentleman from Pennsylvania [Mr. MOORHEAD].

Mr. MOORHEAD. Mr. Chairman, I ask unanimous consent to yield my time to the gentleman from Florida [Mr. GIBBONS].

Mr. KREBS. Mr. Chairman, I ask unanimous consent to yield my time, also, to the gentleman from Florida [Mr. GIBBONS].

The CHAIRMAN. Is there objection to the requests of the gentlemen?

There was no objection.

The CHAIRMAN. The Chair recognizes the gentleman from New Jersey [Mr. JOELSON].

(Mr. JOELSON asked and was given permission to revise and extend his remarks.)

Mr. JOELSON. Mr. Chairman, the Republican substitute has been called by them the "Opportunity Crusade."

Mr. Chairman, I have read of the crusades in the Middle Ages, where the crusaders sallied forth to save the infidels and they hacked them up, they mowed them down, and they plowed them under.

Mr. Chairman, I am afraid that this type of crusade is not a crusade for the poor, but a crusade against the poor.

Mr. Chairman, I would hope that the substitute will fail.

The CHAIRMAN. The Chair recognizes the gentleman from Tennessee [Mr. QUILLEN] for one-half minute.

(Mr. QUILLEN asked and was given permission to yield his time to the gentleman from New York [Mr. GOODELL].)

The CHAIRMAN. The Chair recognizes the gentleman from Michigan [Mr. CEDERBERG] for one-half minute.

(Mr. CEDERBERG asked and was given permission to yield his time to

the gentleman from New York [Mr. GOODELL].)

The CHAIRMAN. The Chair recognizes the gentleman from New York [Mr. GOODELL] for 1 minute.

(Mr. GOODELL asked and was given permission to revise and extend his remarks.)

Mr. GOODELL. Mr. Chairman, this substitute would cost \$300 million less than the proposed war on poverty. And, it would double the funds for community action. It would fully fund the Headstart program.

Mr. Chairman, OEO would be stripped of responsibility for all programs, except the community action program, with twice as much money as now contained in the committee bill, and VISTA.

Mr. Chairman, the Job Corps would be placed under the manpower development and retraining program, where under such program an evaluation could be made as to whether they are more aptly placed there.

Mr. Chairman, there would be a State bonus program, a program designed to bring in the various States if they want to give money in addition to the money which is contained under our substitute and the committee bill. We have the new Industry Youth Corps program this year which is designed to get private enterprise to train and provide productive jobs to Neighborhood Youth Corps type youths at the age level of 16 to 22. We would require at least one-third representation of the poor on the community action boards in carrying out the various aspects of these programs, as well as balanced representation from other elements of the community.

Mr. Chairman, I urge support of the substitute amendment.

Mr. TEAGUE of California. Mr. Chairman, I am not opposed to the concept of the legal assistance program, but I am very much against its operation in the manner set forth in the following letter addressed by a young lawyer in my congressional district to Senator MURPHY:

CLARE, BUSHMAN & BALDWIN,
ATTORNEYS AT LAW.

Santa Maria, Calif., September 23, 1966.
Hon. GEORGE MURPHY,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MURPHY: I viewed with great concern and appreciation your efforts to get the War on Poverty under the Hatch Act. I think this is a good move.

I am quite concerned with the way that program is developing. As the enclosed clipping indicates Senator Alvin Weingand, democrat from Santa Barbara, was placed on the Board of Trustees of the recently formed California Rural Legal Assistance Program which is funded by Sargent Shriver's office. The office here in Santa Maria has two receptionists, two legal secretaries, and two attorneys. No private law office between Monterey and Santa Barbara has four secretary-receptionists, and yet these people will be competing with these private offices. Two of these legal secretaries earn \$100 a month more than the highest paid legal secretary in the community.

The attorneys on the staff are, without any experience, among the highest paid attorneys in the area.

The spouse of one of the attorneys is on the Democrat Central Committee. The Dem-

ocrat incumbent state senator is on their Board of Trustees.

This organization appears to be formed more for political action than for rendering legal assistance.

We recently had occasion to represent a business man who had elected to become self-insured in the operation of his automobile. He had an accident and was sued. He retained us to represent him. He had lost his position as manager of a major concern and was reduced to employee's status with an attendant reduction in income. We indicated to him we realized his financial plight and worked out a payment program where he could pay us \$5.00 a week for our services. The net cost to him probably on balance was less than if he had elected to have insurance. This was agreeable with him and with us. It was not the kind of case that we expected to get rich on, but it was a situation in which he needed legal assistance, and we agreed to represent him for what he could afford to pay. Half way through the case, he and the war on poverty got together and the war on poverty said, "You don't have to hire an attorney to represent you. You qualify for legal aid." And legal aid was rendered to him. We were fired, and they represented him for free.

The above information was brought to Congressman TEAGUE's attention, and he wrote Sargent Shriver, who in turn, sent him the enclosed letter.

Note by Sargent Shriver's letter the OEO supposedly is not going to underwrite legal services in fee generating cases. Not only have they done so in the above mentioned example, but I understand in Santa Maria that the California Rural Legal Assistance Program is assisting people in tax refund cases.

A tax refund case, though it may generate only a small fee, does generate a fee. If the person is capable of finding an attorney who is willing to represent him, why should the rest of the taxpayers do it?

Many of the same kind of cases that we have hitherto considered economically marginal, but nonetheless fee generating, are now going to be handled by OEO funded lawyers. This is not necessary, and it is also unwise.

Even the largest law firms in our area handle cases that are not profitable. They handle them because this is their obligation as a professional person. This is what they owe to their community. Why should the government step in and handle these cases? The government wishing to subsidize lawyers is one thing, but seeking to destroy the contacts of people with legal problems with regular attorneys is another.

I would suggest one of the most economic way of seeing poor people get adequate legal representation is to introduce legislation that would permit the recovery of attorney's fees for people when they sue their government, or, legislation that would provide for direct payment after the services have been rendered by a private attorney to either the recipient of the services, or the recipient can pay the attorney, or to the attorney for rendering the services. Either system should provide that the person receiving the assistance pay what that person can afford. If he cannot afford adequate representation, then what he can pay should be supplemented by some other means. This certainly can be done with more benefit going to the poor person, fewer high salaries paid for bureaucrats to shuffle the papers that further deny the individual their rights, and a greater good for greater number at a lower cost.

I suppose the lawyers of today are in the same boat the medical profession was in a decade ago. They are unaware of what is actually going on, and they are confused about what to do about it. The truth of the matter, unfortunately, is that the legal profession has been unable to cope with the

new demands placed upon it by recent Supreme Court decisions. There simply are not enough lawyers to go around, just as there are not enough doctors to go around. But there is one basic difference between law and medicine, and that lies in the ability of one to find an advocate to challenge his government. The government does not underwrite disease and injury, and yet, the government does a lot to create legal problems. Many of the legal problems we have to wrestle with are government created, especially when we deal with poor people, social security, welfare, insurance, unemployment benefits, disability benefits, federal torts claims act cases, and problems of the working man against his government supported union. These are all problems that are marginal as far as fee generating ability is concerned. These are cases in which attorneys throughout the country are spending much of their time to represent their clients. It would seem that if this governmental agency is going to underwrite these claims against other governmental agencies, that there would be a more efficient way of doing it, but I suppose that argument is moot at this point.

I attended the first national conference on law and poverty in June of 1965, and Governor Brown's first state conference on law and poverty in August of 1965. At both of these conferences, I begged the powers to consider the effects of their decisions to underwrite one side against another in an economic struggle which had, at its origin, not a legal cause, but an economic one. I was unable to find an answer to my query as to what justice was served by defending a tenant about to be evicted by his landlord for nonpayment of rent, when the basic facts were quite simply that he could not afford to pay the rent in question. I asked what further justice could be served when the landlord looked upon that rent as his whole source of life and was himself in "poverty." These were questions which are still unanswered.

The purpose of this letter is to make you aware of what is happening in Santa Barbara County, California, with the war on poverty and the California Rural Legal Assistance Program. It has all the earmarks of being built as a political machine for selfish gain to clutter the courts and subvert the rights of others. If the California Rural Legal Assistance Program was sincere in assisting the rural poor, they would be located in Guadalupe, not in Santa Maria, and would be divorced from political pressure. But when you have the Board of Trustees made up by an incumbent Democrat senator and the employees married to Democrat Central Committee men, you're faced with all the evils that the Hatch Act was designed to prevent, albeit, perhaps more subtle.

Very truly yours,

TED BUSHMAN.

Mr. HORTON. Mr. Chairman, I am pleased to join with my colleagues in discussing the Economic Opportunity Amendments of 1966. When the administration's war-on-poverty programs were first proposed in 1964, I voted in favor of the original act. My support for the new program relied on its promise for providing needed opportunities, especially to people in urban areas: such as my home community of Rochester, N.Y. After the inception of the war on poverty, I watched the progress of its programs carefully, and I assisted the community action program in Rochester in getting started. Noting the worthwhile programs and progress that had taken place after the first year in my own congressional district, I again supported

the war on poverty when the Economic Opportunity amendments came before us in 1965. While I had noted shortcomings in some programs in other areas, the capably led and efficiently run community action program in Rochester demonstrated to me that the Economic Opportunity Act had served to benefit many of our economically deprived citizens.

In the past year, my contacts with the Rochester community action program, action for a better community—ABC—have been increasingly close. Having witnessed their success in administering the Rochester poverty program in the past, I have done everything possible to insure the continuance and expansion of their services in our city's impoverished areas.

In order to show more specifically the strides made by ABC in Rochester, I would like to insert at this point, the report of Otis E. Finley, Jr., executive director of action for a better community, which he presented before the annual meeting of the ABC board last June:

REPORT BY OTIS E. FINLEY, JR., EXECUTIVE DIRECTOR, ACTION FOR A BETTER COMMUNITY, INC., ANNUAL MEETING, JUNE 29, 1966, ROCHESTER, N.Y.

Mr. Chairman and Members of the ABC Board, I would like to report to you this afternoon on a Community In Change. This change is viewed through the program activities and operations of Action for a Better Community, Inc. and covers the period June 1, 1965 through June 30th, 1966. I will not recite a mass of statistics about the program during this period for two primary reasons. First, much of the statistical information has already been reported publicly through the press during the year on the basis of reports we have issued from the various projects. The second reason is that the human element, services to the poor, can often be lost in a mass of statistics. What I would like to do is review with you our programs, problems, and progress in the year ahead.

Your Executive Director assumed responsibilities on the first of June a year ago, following the very capable leadership of the interim co-directors, namely, Dr. Walter Lifton and Dr. Walter Cooper. The immediate task was to translate the grants received by these two gentlemen into action programs and services for our citizens in the Rochester community. This task was attempted in terms of four major goals or objectives of the community action agency.

1. The coordination and development of services.
2. The involvement of the people who most need help.
3. The stimulation of change.
4. Total mobilization of the community.

From the very outset, we were faced with a series of major problems. Of critical importance, of course, was the involvement of residents of the areas to be served. Here our Citizens Advisory Council, under the capable leadership of Mrs. Kathryn Terrell and assisted by many stalwart citizens in the community, gave the Executive Director and the agency invaluable assistance and guidance and help, such as counsel related to the selection of personnel, interpretations on the various aspects of each individual project, contacts of and with individuals in the community which might be important in the execution of the program, and in many other ways which could not be documented but for which the Executive is eternally grateful.

An immediate problem was the need to recruit and to obtain personnel for the activities which were just getting under way. This included the hiring of two key individ-

uals, namely, the Administrators of our Title I and Title II programs. In a sense, we had to make an unorthodox crash effort in order that the program get started. This meant that, in some instances, tried and tested traditional approaches of selection and recruitment had to give way because of practical expediency. At this time, we had approximately eight persons on the staff of ABC, including your Executive Director, the Business Manager, two secretaries and four persons on the Lighted Schoolhouse staff. We had to secure personnel to man the Neighborhood Youth Corps, which included the hiring of a Project Director, a number of counselors and group leaders.

During this early critical period, there were some delays in getting our grants, both at the Federal level and at the State level. Following receipt of information that our funds had been approved as of a certain date, we were already passed the actual starting date for some projects which caused funds, which we would normally have begun to expend from the date of the inception of the program, not to be utilized because of the delays.

The summer of 1965 was also the summer of so called Crash Programs. The community of Rochester submitted an application to the Office of Economic Opportunity for a special program which was designed to assist young people above and beyond the other funded programs by ABC. These summer programs were to be conducted by the City Recreation Bureau, the Board of Education, the City-County Youth Board and ABC. All required recruitment of personnel for the short period of two and a half months during the summer. As a result, we had to give way and defer other vitally important activities in order to assure that our summer effort could be successfully mounted and our young people in Rochester could be assisted during a most vital period of the year. During the peak of the summer activity, we were able to involve more than 1500 Rochester boys and girls in a variety of worthwhile activities, including the Neighborhood Youth Corps and various recreation and day camp activities and educational efforts through our Lighted Schoolhouse.

Internally, ABC was faced with the problem of building an administrative team, a housekeeping force, to provide leadership in management and fiscal responsibility while at the same time it was challenged to put in operation seven programs of major dimensions, each of which, under normal circumstances, would be unprecedented in any given community. There was an external problem which the agency had to cope with also. This problem was due to the fact the anti-poverty program was so new that there were many misunderstandings and misconceptions in all levels of the community as to what the program was designed to do, what it could accomplish, what it could not accomplish.

The community, particularly the poor community, had been conditioned to the relative large sums of money which had been funded to Rochester for its war on poverty. Not having seen visible evidence of any activity up until this point, there were naturally questions raised as to what was happening to the money and who was getting it. The stories appearing in the national press did not help to allay these fears and suspicions.

During this period, criticisms were levied against Action for a Better Community with respect to the composition of its Board of Directors, with respect to the involvement of the poor, with respect to services rendered. The curious thing however, is that the majority of criticism leveled at the agency during this period was leveled by groups and organizations who had never once consulted with the agency or organization to determine the accuracy of these remarks. In spite of these problems, Action for a Better Commu-

nity has moved steadily forward in the direction of providing help with, for, and by a substantial segment of the poor community in this area.

On the subject of involvement of the poor, several things can be said. (1) The program is entirely voluntary in nature—people can choose to participate or not to participate, as is the choice of every citizen in a democracy. (2) According to Sargent Shriver, National Director of the anti-poverty program, there are at least three ways in which the poor can and should be involved in programs. One, of course, is in employment. Here in Rochester, ABC has consistently planned for a number of job opportunities that would go to unskilled persons in every one of its projects. This has been a practice from the very inception program was never intended as a mass employment program or a public works project. The second method of involvement of the poor in the program has to do with their role on policy-making bodies.

The Office of Economic Opportunity deliberately established two policy groups in order to provide as broad a base as possible for community representation. In Rochester, ABC has both groups. Some cities have only one. We have a governing Board of Directors and we have a Citizens' Advisory Council. The Citizens' Advisory Council is a policy advisory body who elects its own representation to serve on the overall Board of Directors. According to the Constitution of ABC, the Citizens' Advisory Council has a majority of votes on the ABC Board. It is worth noting here that the Vice President of ABC comes from the ranks of the Citizens Advisory Council and is also a resident of the area to be served. Membership to the Citizens' Advisory Council is open to any citizen, irrespective of race, creed, or color who resides in the area to be served.

Citizen participation in committee activity is not restricted to the Board of Directors or Citizens' Advisory Council. Our neighborhood Service Information Centers have an advisory group of residents in the area of the Service Centers who meet regularly to discuss ways and means of improving not only the operation of the Service Center but of improving the services to the people in the neighborhoods. A third method of involving residents in the areas to be served is through direct services. Here, every project of ABC to date has involved the poor. This includes the Work, Education, Training Centers, where adults are enrolled in Manpower Training Courses and then employed on the WETC staff and the neighborhood children are enrolled in the Centers, thereby allowing their parents an opportunity to work during the day. The Head Start program enrolls pre-school age children, all of whom came from our critical areas of the community which we are to assist.

A most dramatic example of involvement of residents, not only in services, but also in employment, is in the story of the Neighborhood Youth Corps. During the peak of operation last year, our Neighborhood Youth Corps was able to put money directly into the pockets of young people and their families in the amount well over \$100,000.00.

Before proceeding further, Mr. Chairman, I would like to comment briefly on our financial structure. In the midst of criticism and misunderstanding, we sometimes fail to remember that one of the greatest areas of concern about local anti-poverty programs around the country has been in the management of finances available for programs. It is in this area, Mr. Chairman, that I feel that ABC has established a creditable record. During the summer of 1965, we established a payroll accounting system with an outside agency. We found this to be the most practical method of expediting our payroll which, during some periods, involves more than 600 people during any given week.

This plan set into operation in Rochester is now a plan which is recommended by OEO for other agencies around the country. While we do not claim credit for any originality in this area, we do wish to emphasize that with the guidance and assistance of our Board of Directors and the accounting firm of Price Waterhouse, we have been able to manage our affairs in a most business-like fashion. This is documented in the audits done both by Price Waterhouse and the Office of Economic Opportunity to date.

As a catalyst for change, ABC is moving rapidly in the direction of more effective coordination in development of services between and with other agencies and institutions in the community. We have been conducting a series of meetings with the Youth Board, the City officials, with other youth-serving agencies, such as the YMCA, Girl Scouts, YWCA, and the Board of Education for the purpose of determining how we might best meet the youth needs of our citizens through a combined effort in which ABC will play its role and other organizations will play their roles.

Increasingly, the business and industrial community, not only is cooperating with ABC in the development of more effective utilization of manpower resources, but also the business and industrial community is offering help and services to ABC. One example, is the assistance being given to Mr. David Anderson, our Title I Administrator, in the development of a motivation project for young people using audiovisual equipment. This project which started slowly is beginning to expand on an increasingly accelerated basis.

The Eastman Kodak Company, along with Xerox and others, made major contributions in the early development of the agency. The City of Rochester and the Community Chest both made cash contributions while the County of Monroe furnished the headquarters building for ABC.

A major goal of ABC is full mobilization of the resources of the community. Although such mobilization may take months or years, there already is evidence of continuous and encouraging progress. This mobilization of the resources requires planned and adaptable methods of increasing public awareness of the problem and issues, as well as specific efforts to enlist the social, educational, spiritual, governmental, civic and economic leaders and organizations.

As a step in this direction, your Executive Director has been involved in more than 70 speaking engagements during the year. Contrary to the belief and opinion of some, this effort was not designed for suburbia at the expense of the poor. Speaking engagements have been conducted across the metropolitan community for the purpose of interpreting to the total community the problem and nature of poverty, its effects and what all of us must do as citizens to eradicate the misery and suffering from all of our people. This effort has been multiplied by many members of our staff who have labored long and arduously evenings and weekends so that we might achieve the consensus necessary to do a first-class community job, but also to create the understanding of the needs and to grope for methods and approaches in which we can all help each other to eliminate poverty for all time.

In short, during the initial tuning up period of ABC, we have tried to be many things to many people. We have tried to interpret to all types of organizations and groups, including the poor, the meaning and significance of the anti-poverty program. We have tried to create hope where there was much despair. We have tried to insist that following reduction of federal spending for the anti-poverty program as presently required by law in 1967, the community must be in a position to pick up its share of the

burden. It is my personal feeling to the members of this Board, that without such continuing communication with a cross-section of the metropolitan Rochester community, we might not move a step further toward realization of this community-wide support.

Having reported thus far, a logical question would be, "Where do we go from here?" First and foremost, I would offer the opinion based on the experience of the past year that a major need of the poor in the community of Rochester is more jobs. We are not equipped in ABC to meet the demand for the type of jobs that many people would like to receive. This raises a question as to what else can be done about the job problem for the poor, generally, unskilled, worker in our community. Some have suggested a form of public works program, others have suggested the absorption of these workers into industry at this time. We must all be aware we are still faced with problems of training, education and upgrading for an industry which is basically one of technology in this area. ABC will address itself to this problem and its solution during the coming year.

Another major problem of the poor in Rochester, of which all of you are aware, is the problem of inadequate housing. ABC does not have a specific charge at the moment for major activities in the area of housing for the poor. However, we will establish a committee of representative citizens to determine ways and means in which, through the poverty program, we can lend our weight to the efforts of those who are earnestly concerned with better housing for our citizens.

We will continue, to the extent that we may be funded by the federal government, to provide those services already in operation, such as our Lighted Schoolhouse, Work, Education and Training Centers, Neighborhood Service Centers, Family Children's Center, Head Start, and Neighborhood Youth Corps. It should be pointed out to this Board and to the public that ABC, Action for a Better Community, planned an expansion of approximately \$1,000,000.00 in program effort for the fiscal year beginning July 1, 1966. We were encouraged to do this by the Office of Economic Opportunity. We wanted to do this on the basis of our experience and needs in the Rochester community. Our proposals would have resulted in an increase of jobs for the poor and significant new opportunities.

It is important to report that the reduction in the proposals submitted by ABC to the Office of Economic Opportunity reflects on the fact that the Congress has not yet authorized new monies for the anti-poverty program. Had this been the case, we certainly would have been in a strong position to provide more effective services to our citizens in this community.

Mr. Chairman, I have attempted to highlight some of the growing pains in getting a small, but potentially large, program under way in the Rochester community. We have been blessed with sincere help, understanding and constructive criticism. We have involved the poor. This does not mean to suggest that we cannot do better. Now that we are coming of age, we will strengthen our efforts. We will shore up the dam. We will strive to fulfill our mission which, simply put, is to provide a new way of life for the poor so that together we can fulfill the American dream.

Unfortunately, I do not have the opportunity to lead my colleagues on a tour of the ABC program installations in Rochester. A few moments witnessing the "Lighted Schoolhouse" or "Walking Teachers," or "Project Headstart" programs in action would be more instructive than anything I might say here.

One of the keys to success of the Rochester program has been the integrated involvement of every segment of the community in its administration. City officials, representatives of the poor, and business leaders have all contributed to ABC's efforts to upgrade the lot of Rochester's poor.

In fact, Rochester business has not limited its contribution in the poverty effort to Rochester's local program. Two large firms in the area are prime contractors currently running Job Corps camps in Appalachia.

One of these firms, Graflex, Inc., a division of General Precision, has recently taken on the management of the Breckinridge Job Corps Camp in Union County, Ky. This facility was formerly operated by Southern Illinois University, and it had experienced several discouraging reversals in the past, including a well-publicized riot last year. Under Graflex, which is one of the Nation's pioneering companies in modern educational techniques, Breckinridge is showing marked success. At this point, Mr. Speaker, I would like to include in the RECORD some background material on the progress that has been made at Breckinridge. Not included with this material are more than 60 letters from leading citizens in the Kentucky and Indiana communities around the Job Corps Center which testify to the acceptance among its neighbors. I have included a comprehensive series of articles on Breckinridge, authored by journalist Andrew D. Wolfe, editor and publisher of Genesee Valley Newspapers in the Rochester area.

The material follows:

GRAFLEX, INC., GENERAL PRECISION,
Rochester, N.Y., July 14, 1966.

Hon. FRANK HORTON,
1220 Longworth House Office Building,
Washington, D.C.

DEAR FRANK: As you know, Graflex has been involved at Breckinridge, commencing March 1st, under a subcontract pursuant to which we have been effecting an orderly transition of administration from Southern Illinois University to Graflex. Commencing on July 1st, Graflex became the prime contractor.

Enclosed herewith please find a copy of the press release made in Rochester under date of June 2nd, with respect to the award of the OEO contract to Graflex. Please note our sincere statement—"It is not enough for business to be profit oriented alone. To be truly successful, business must have a social conscience."

Also enclosed please find copies of a few of the 63 letters which were received from citizens in the Evansville/Breckinridge area, regarding the Job Corps operation at Breckinridge which, incidentally, is about 35 miles south of Evansville. Please note that these are not just empty pious expressions of commendation, but reflect considered judgment. Several of the letters recognize the fact that problems have to be overcome, but conclude that the objectives justify the risks.

Another enclosure is comprised of the questions and answers for a television program in which I participated in Evansville on June 22nd, for broadcast on the program "Viewpoint," Station WTVW, on July 3rd.

To summarize the situation briefly, may I cite the following which is now based on some measure of experience:

1. As anyone visiting Breckinridge will see, sound businesslike principles coupled with

modern educational techniques, can produce impressive results.

Instead of being doomed to a useless life on relief (or worse), disadvantaged young men, through Job Corps, are being taught a vocation enabling them to become self-sufficient citizens.

Expressed differently, for a cost of approximately \$6,000 per corpsman (at Breckinridge), we may be saving society the cost of keeping a family on relief at an estimated cost of between \$75,000 and \$100,000 in a lifetime.

2. Just as we are training disadvantaged young men, so, also, Job Corps at Breckinridge is applying multimedia educational techniques which, being successful in this setting, will be of benefit in furthering the total educational process.

3. Given the opportunity and suitable encouragement, corpsmen at Breckinridge will prove themselves to have a genuine interest in community service—in Evansville, in particular:

(a) A group of corpsmen have cleaned up unsightly lots on South Evans Street in Evansville.

(b) A plan is under way pursuant to which Breckinridge corpsmen and staff members are being blood-typed, in anticipation of a blood donor program in the Fall.

(c) Corpsmen from the Breckinridge Recreation Aide training program have volunteered to be of service in Evansville Nursing Homes—thus serving the dual purpose of a good learning experience and a useful service to the community.

(d) A Breckinridge singing group, known as "The Gospel Tones," makes frequent radio and television appearances in the area. Already they have appeared at civic functions and at a Baptist Convention in Mt. Vernon, Illinois.

4. Breckinridge corpsmen graduates are beginning to make a reputation for themselves on the outside.

Between May 1st and June 30th, 64 graduates have completed their training in Auto Mechanics, Retail Sales, Recreation Aide, and Service Station Specialist, and their numbers will be increased in frequency in the months to come.

For example, one such graduate is now working in our own Graflex Photo Studio as a Photo Technician. This corpsman graduate, Ray Treat, is doing a good job and making friends both for himself and Job Corps.

Since OEO's Job Corps Program involves a considerable amount of pioneering, both in procedures and techniques, it is not surprising that there have been problems in getting things under way. Recognizing that Job Corps starts with nearly 100% dropouts makes the job more difficult but, at the same time, more challenging. The opportunities to benefit society more than justify the inherent risks.

I hope that you will visit Breckinridge at the first opportunity, and see for yourself all that is being accomplished.

Sincerely,

G. C. WHITAKER, *Chairman.*

GRAFLEX AWARDED CONTRACT FOR JOB CORPS PROGRAM

ROCHESTER, N.Y., June 2, 1966.—Graflex, Inc., a subsidiary of General Precision Equipment Corporation, will operate the Breckinridge Job Corps Center at Morganfield, Kentucky, beginning July 1 under a contract announced today by the Office of Economic Opportunity in Washington.

The contract provides \$12,388,000 in funds for the administration of the Center for the year ending June 30, 1967 and calls for Graflex to train a peak enrollment of up to 2000 Job Corps volunteers before the end of the year. A staff of approximately 700 will be engaged by Graflex for the program at Breckinridge.

Administration of the facility has previously been the responsibility of Southern Illinois University which Graflex has served under a management consulting contract since early March in order to prepare for a smooth takeover from the former administration.

James R. Fornear, director of the Job Corps Center, will continue in that post, and a large number of dedicated members of the staff will also continue to serve, according to Gaylord C. Whitaker, Graflex board chairman.

In announcing the award of the contract, Whitaker said: "The receipt of this contract is a significant event in the history of our company. We have an important stake in the educational field and believe in the principle of training disadvantaged young men to become self-reliant, tax-paying citizens, instead of a prospective burden on society. At the same time, this places us squarely in the middle of the growing educational market where we can apply practical, yet innovative training techniques designed to extend the skill and usefulness of the indispensable, yet limited number of teachers available.

"We have entered this program with our eyes wide open, recognizing both the challenge and the opportunities. We are well aware of the problems in certain phases of the program, and Breckinridge has had its share. At the same time, we are convinced that sound business principles coupled with complete 24-hour corpsmen involvement, accompanied by good communications and firm but fair discipline, should minimize recurrence of such difficulties. We believe strongly in the underlying philosophy and the goals of the Job Corps. We believe that we should make commitment to the nation—that we should bring our experience to bear as a vital element in reducing poverty and the dangers inherent therein.

"It is not enough for business to be profit oriented alone. To be truly successful, business must have a social conscience."

Job Corps Centers have been established in various sections of the country to provide basic education and work skill training for young men age 16 through 21, many of whom are school dropouts and have been unemployed. The Job Corps program is a key element in the Johnson Administration's efforts to eliminate the causes of poverty. The nationwide program is administered by the Office of Economic Opportunity, headed by Sargent Shriver.

G. C. WHITAKER INTERVIEW ON "VIEWPOINT,"
WITH DON SCHULTZ, JUNE 22, 1966, WTVW,
CHANNEL 7, EVANSVILLE, IND., BROADCAST
JULY 3

1. GRAFLEX PLANS?

1. Complete corpsman involvement on round-the-clock basis. Emphasis on the whole man.

Learn to read—not just to read, but to master a vocation. Same with math, and other basic skills.

2. Tie training, work program, recreation and rest into one another for mutual support—"Area Concept."

3. Develop a sense of responsibility by having corpsmen participate in establishing rules and regulations as well as discipline.

4. Satellite program before completion—Evansville, St. Louis, Louisville, Nashville, Atlanta.

Apply work habits on the job before graduation. Smooth out difficulties before departure.

5. Community Cooperation:

(a) Blood bank, firefighting, emergency support (blood typing), corpsmen and staff.

(b) Citizens welcome to visit and ask questions.

6. Functional facilities—Multimedia techniques.

2. DIFFER FROM SIU?

We recognize that it is easier to second-guess than to initiate.

1. Sound business principles—budgets, organization charts, data processing.
2. Clear-cut communications.
3. Well defined objectives—understood by all.
4. Firm, but fair, discipline.

3. DIFFERENCE BETWEEN BUSINESSLIKE AND EDUCATIONAL APPROACH?

1. Academic haze is removed.
2. Costs are controlled.
3. Experience in on-job-training put to work.
4. If you want a tough job done—do it yourself. (Industry has learned this.)

4. INHERENT PROBLEMS IN TAKING OVER CONTRACT?

1. Avoid "new broom" temptation—return the good—eliminate the unsatisfactory.
2. Make effective use of facilities, personnel and inventory—at the same time not a re-tread of the old program.
3. Correct past mistakes without creating new and different problems.

5. IMMEDIATE OPERATING PROBLEMS?

1. Staffing.
2. Providing continuity in operations and services.
3. Commanding respect and gaining co-operation from area residents.
4. Using local services, facilities and personnel to fullest extent possible.
5. Responding to local needs and desires as well as serving the nation.

6. WHAT TYPE OF TRAINING?

1. Basic skills—reading, writing and arithmetic.
2. Cross-occupational skills—politeness, pleasing personality, neatness, promptness, patriotism, mutual respect.
3. Vocational skills, such as: Auto mechanics, food services, machinists, landscape gardening, recreational aides, electronics, retailing, small motor repair.

7. HOW ARE CORPSMEN TRAINED?

1. Programed instruction:
 - (a) Each at his own rate.
 - (b) Step-off points.
 - (c) Trained to a "standard" rather than to a "grade."
2. "Live" with teachers and counselors—round-the-clock—family basis.
3. Multimedia: Overhead projectors, filmstrips, movies—modern audiovisual techniques as well as standard methods.
4. On-job training.

8. WILL GRAFLEX HIRE GRADUATES?

1. Yes, where applicable.
Example: Success with a Breckinridge graduate, Ray Treat, Laboratory Technician apprentice, Photographer trainee.

9. HOW ARE CORPSMEN RECRUITED?

1. Community Action groups, unemployment offices, social agencies.
2. Tests:
 - (a) Intelligence and health must be acceptable.
 - (b) No serious criminal record.
 - (c) No sex deviates.
3. Desire to improve self. (Voluntary program.)

10. IS NATIONAL CRITICISM OF JOB CORPS JUSTIFIED?

1. Yes, in some cases.
2. Some problems must be expected when you start with 100 percent dropouts.
3. Instead of being a drag on nation's economy, corpsmen can contribute to society.
4. Can't promise perfection where people are involved.
5. Don't blame the whole program because of isolated failures.
6. Don't throw away the wagon because of the squeak.

7. Even if some are not salvaged, the program would be an economic success.

Average family on relief costs \$75,000/\$100,000 in a lifetime versus estimated cost of \$6,000 per Breckinridge graduate.

11. HOW WILL GRAFLEX OVERCOME PROBLEMS?

1. Deep dedication—a truly successful company must have a social conscience as well as economic health.
2. Applying innovative, yet sound, business principles.
3. Concentrating on the real objectives—building self-sufficient citizens.

12. SECURITY—HOW IS THIS STRENGTHENED?

1. Tie-in with state and local police.
2. Breckinridge guards train with local police.
3. Corpsmen liaison—counselling functions—"family concept."
4. Corpsmen—help in formulating regulations, disciplines and penalties.

SUPPLEMENT TO MEMORANDUM ON JULY 3 BROADCAST, STATION WTVW

Estimated cost per Breckinridge graduate

1. As stated in the "Cost Budget Summary" of the T.O. & P., the Cost per Corpsman Man-Month is \$607.28.

If, as expected, the average Corpsman graduates in nine months, the Total Cost becomes \$5,465.52 each, or

2. When the Enrollee level reaches 2,000, the Breckinridge Cost per Corpsman Man-Month is \$457.00 or \$4,113.00 per nine-month graduate.

If, at the 2,000 Corpsman level, it should take as long as 12 months to graduate, this cost would become \$5,484.00 each, or

3. To be conservative, we have assumed the estimated cost of \$6,000.00 per graduate.

EAST PEORIA, ILL.,

July 14, 1966.

BRECKINRIDGE JOB CORPS CENTER,
Morganfield, Ky.

TO THE PERSONNEL: This is but a feeble attempt to express our thanks and appreciation for the training our son, Archie J. Rowland, received at Breckinridge. You literally saved his life, for before he entered the Job Corps he used to say that the only way he could ever have anything was to steal it. He could have ended up in prison—or worse.

Now Archie has a good job at Caterpillar Tractor Company making \$2.96 an hour. (He has been there a month.) He will get a raise every six months, and a chance to advance as he becomes more experienced.

Archie couldn't get a job before, so his Job Corps Training was an answer to all our prayers. I know there are many other boys who have benefited as much as our son, so we want you all to know that we think the Job Corps Training Program should continue.

We know your job is a difficult one, and may seem hopeless at times, but when you hear that one of "your boys" turned out good, it must be rewarding, too. Your salary couldn't be big enough for the wonderful service you perform.

Archie appreciates your help, too, and often mentions "Mr. Meyers" and some of the other personnel there.

May God bless each of you, and keep you from harm, and we wish you all the happiness life can hold.

Sincerely yours,

Mr. and Mrs. R. H. JOHNS.

[From the Evansville Courier, Aug. 19, 1966]
BRECKINRIDGE JOB CORPS CENTER "BETTER PLACE" YEAR AFTER RIOT

(By Ron Jenkins)

MORGANFIELD, KY.—A year ago Saturday an incendiary Breckinridge Job Corps Center, exploded on a sticky-hot afternoon into a brick-throwing, club-swinging scene of massed frustration and confusion.

The infamous Aug. 20 riot, or "disturbance," is something that OEO and Job Corps officials would rather forget. Instead, they prefer to talk about the Breckinridge Job Corps, 1966.

It's a much better place now, they believe, and chances are only slight that anyone will ever see another major disturbance here.

One of the most firm believers in the Breckinridge Job Corps Center, 1966, is Jim Fornear, the man Graflex Inc., chose to retain as center director—and a man who was on board here a year ago as coordinator of activities and development.

GREAT DIFFERENCE

"There's a great difference here now, both in the administration of this center and in the attitudes and relationships of the students and staff," Fornear said this week. "There are many reasons why such a disturbance should not happen again."

Spelled out, Fornear's reasons are:

1.—A more efficient operation of all procedures, such as the Graflex-initiated "area manager" concept which places students with similar skills into the same living environment and gives a closer staff-student relationship.

2.—A well-trained and better-prepared staff.

3.—A much-improved and larger security force, now a uniformed command equipped with new authority and modern policing machinery.

STRICT SCREENING

4.—A more strict, on-center screening process which eliminates most would-be trouble-makers.

5.—A vastly-improved center-community relationship in surrounding areas, such as Evansville.

"This time last year we didn't have a well-trained staff," Fornear recalled. "We tried to take corpsmen when we weren't prepared to handle him."

That, he believes, was the underlying cause of the uprising by an estimated 50 students (if you take the low estimate) which focused nationwide attention and criticism on Breckinridge Job Corps Center.

UNFULFILLED PROMISES

Promises made by hometown recruiters were not fulfilled when the student arrived here. Idle time and a "certain amount of agitation from within and without the ranks" stirred the boiling pot, too, but Fornear had just as soon forget that.

"The lull after the riot gave us time to grow up," Fornear said. "We were able to come back with more efficient management."

The lull lasted from Aug. 20 to shortly before Christmas, a period of four months—during which there was no arrival of corpsmen here.

On the contrary, there was a steady decline in student enrollment from the day of the riot until it was announced in November that trainee arrivals would resume shortly before Christmas.

REPORTS VARIED

The day of the riot, the student enrollment numbered about 650. Reports from the center in December of last year varied, but close observers placed the number of corpsmen here then as "around 350."

Several changes took place on the staff, too. Fornear moved up within 10 days after the disturbance as deputy director to then-director Jim Hughes. On Nov. 12, Fornear was named "acting director" when Southern Illinois University announced the removal of Hughes—a decision obviously prompted by OEO.

WASHINGTON DECISION

The big change came in January of this year when SIU president Delyte Morris announced that his university would not renew its federal contract when the 18-month \$10-million pact expired June 30.

That decision also originated from Washington, where OEO officials indicated a preference for an industrial rather than educational contractor.

Then came the announcement in February of this year that Graflex Inc., a subsidiary of General Precision Inc., Tarrytown, N.Y., had been named as SIU's replacement. The one-year contract which was effective July 1 totals \$12.1 million.

With the arrival of Graflex came a change in the philosophy of administering a vocational-type center for 17-21-year-old youths, most of whom are high school dropouts.

The changes launched by Graflex have given Breckinridge a "new image," Fornear contends. In fact, the 36-year-old director believes that "by January we will have the number one urban center in the country."

DIFFICULTIES HURDLED

Others—including higherups in the Washington office of OEO—are convinced that Breckinridge has hurdled its major difficulties and is winging along its way to a smooth and orderly attack on President Johnson's "War on Poverty."

It was learned that two higher-echelon Job Corps officials had notified Fornear in July of this year that they were "highly-impressed with the present operation of the Breckinridge Job Corps Center." One letter from Washington even disclosed that Wray Smith, former director of the Job Corps' eight urban centers, had noticed a change for the better at Breckinridge—the same center he classed as "at the bottom of the nation's eight urban centers" shortly after the Aug. 20 riot.

FAVORABLE COMMENTS

Fornear disclosed that directors of the eight urban centers were at Breckinridge early in July along with OEO leaders. A tour of the center at that "working conference" brought favorable comments from all directions, he said.

Things will be even better, Fornear contends, when the center reaches its peak enrollment of 2,000, which is forecast for early spring, 1967. "The process will be much smoother with a stable population and a more consistent out-go and input of students," he explained.

The current student population was listed earlier this week at 1,225 with a staff of 632. A staff of 680 will be needed to handle an enrollment of 2,000 corpsmen, Fornear estimated.

[From the Brighton-Pittsford Post,
Aug. 18, 1966]

PITTSFORD FIRM OPERATES JOB CORPS CENTER: A NEW PRODUCT FOR GRAFLEX—EDUCATION FOR DISADVANTAGED

(The editor of this newspaper, Andrew D. Wolfe, recently visited the Breckinridge Job Corps Center at Morganville, Ky., which is being operated under government contract by Graflex, Inc., of Pittsford. This is the first of a series of articles on the center.)

(By Andrew D. Wolfe)

A lad, brow furrowed and perspiring, slowly breaks into a smile as he completes a "bead weld" joining two pieces of steel sheet.

Another listens attentively as a teacher explains a lesson in an arithmetic book.

Still another smiles happily as he totes a tray with three full glasses of milk and four hot dogs to his table in the dining hall—and proceeds to down all of them with evident satisfaction.

A teacher watches with pride as a student successfully puzzles out the installation of an auto's brake drum.

A former Pittsford, N.Y., industrial administrator turned educator, says thoughtfully, "This isn't going to answer all of the poverty and racial programs, but it's sure as hell part of the answer—a big part we think."

There is a common denominator for all of these people—a zest for what they're doing and a special kind of confidence and enthusiasm for the future of the Breckinridge Job Corps Center, near Morganfield, Ky.

They all believe that a unique kind of partnership between government and industry can help end the poverty syndrome in which so many Americans find themselves in a time of extraordinary prosperity.

They seem aware that Breckinridge is one of the crucial testing points of the national Poverty Program. They are almost militantly certain that Breckinridge has the ideas, equipment, and determination to enable many American youths to jump the gap between economic uselessness and a useful, satisfying life.

The basic facts are quickly told.

Breckinridge, located in Kentucky about 35 miles south of Evansville, Ind., is one of 12 major job training centers for youths 16 to 21. Although it originally was operated by Southern Illinois University, it has since July 1 been administered by Graflex under a contract from U.S. Government's Office of Economic Opportunity.

It is located on 700 acres of what during World War II was Camp Breckinridge, one of the largest troop installations in the nation. Wooden barracks PX's, chapels, and other buildings familiar to GI's of 20 years ago have been repainted and rebuilt to serve lads training in 12 principal job classifications. These include auto body repair, auto parts, auto repair, burner technician, culinary arts, electricity and electronics, landscape and nursery, recreation assistant, retail sales, service station operation, small engine repair, and welding.

There are now about 1,200 students at the center, which opened for business in June, 1965. Eventually, the enrollment will total about 2,000, and the present staff of about 630 is expected to level off at a little over 700.

The students come from all parts of the nation—and from every conceivable background. Roughly 50 per cent are white, 50 per cent from other races. Some speak with the soft, slow drawl of the deep South; some with the twang of Appalachia; some with the nasal cockney of the Bronx or Brooklyn.

What they have in common is a disadvantaged background, faulty education—and a desire to do something to overcome their handicaps.

They have read of the job corps—or a school advisor has told them about it, or perhaps an interviewer in a state employment office suggested they try it.

Some have been in minor trouble. Almost all of them are school dropouts. Many have been rejected by the Armed Forces. Many come from broken homes. In some cases, they represent the third or fourth generation of a family to be supported by charity or public funds.

Unless the chain is broken, they look like good bets to continue the family pattern.

But here they are at Breckinridge.

The explanation?

Here's what James Fornear, Breckinridge director, has to say: "The cards may seem to be stacked against these boys, but I think that almost all of them who come here have a lot of guts and determination. They're young, and few of them have ever been away from home in their lives. Most of them have failed time and again in school. But here they are, willing to try again. Willing to go many miles from home, and start an experience which is completely foreign to them."

"The point is that these boys have a lot to offer. It's up to us to help them develop their potential."

"Don't get the idea that these boys are no-goods. If we can help them overcome

their handicaps, they're going to be wonderful citizens."

A former Southern Illinois University teacher and before that a high school guidance chief, Fornear has been at Breckinridge since it opened. He's a tall, rugged man, just 36. He has a disciplined, balanced way of looking at things unusual in one so young.

But he makes no effort to hide his excitement over the Job Corps program.

"This program is a real frontier," he says in his Ohio Valley drawl. "It's just about the greatest challenge facing American education. There are millions of these people who for one reason or another have been missed by our regular schools."

"But if they're going to survive in today's world and not be public charges, education has got to help them. This means that we've got to get rid of all our preconceived ideas about education and find methods that really work."

Fornear is fond of noting that a year at Breckinridge costs about \$9,000 per student per year, and this figure should drop as time goes on. "But a single individual on government assistance for most of his life can cost easily \$75,000," he says. "Isn't it worth \$9,000 to give him a means of earning his own living?"

The program at Breckinridge is designed to give a boy the necessary skills to make his way. It's also designed to motivate him, and to give him confidence to overcome the setbacks that occur in life.

Since many of the boys come from backgrounds of great poverty, Breckinridge is prepared to teach him anything from simple arithmetic and reading to how to use a telephone or drive an auto.

"During the first orientation week," says Fornear, "we try to find out each trainee's general standing in these things."

Those who enter at less than a sixth grade educational level are given special remedial work. If his level is between the sixth and ninth grades, he gets basic work in the art of communicating—writing, reading, and speaking. He also gets training in mathematics, and personal and social development.

"The point to remember," says Fornear, "is that many of these boys have become dropouts because they haven't mastered some of these basic skills. They may have ability, but they are unable to use it."

So Breckinridge tries to give them the basic tools and knowledge needed for modern living and learning.

As these are mastered, however, the emphasis shifts to the direct vocational training. And all the basic education courses are oriented to the career field chosen by each student.

This is aided by the fact Graflex has divided Breckinridge into four separate "campuses," each giving training in a different set of related work skills. Thus on one campus, you will find auto mechanics, auto body repair, auto parts, and related activities.

And on such a campus, basic education in communications will teach the spelling of words in every day use in the auto mechanics field. And arithmetic problems will use automobile subject matter.

Explains Fornear: "Education for many of these boys has been a pretty abstract thing which they don't understand. We want to show them it's something they'll be using in every day life on their jobs. This helps break down their apprehensiveness."

Three things stand out about the Breckinridge teaching program:

1. Each boy makes progress at his own speed. He keeps at a subject or project until he's learned it; then moves along to the next.

2. Individual instruction is a necessity—"We've got to see that each boy doesn't get lost in a 'group' situation," says Fornear.

3. Formal classroom techniques are avoided as much as possible. "Many of these boys have failed in the conventional classroom," says Fornauer. "To put them into one again is to invite continued failure." An instructor puts it this way: "I don't want them behind desks. I want them out around that automobile motor. Then they can see what's being done, and it makes sense to them. They'll start asking questions, and they'll be learning."

This emphasis on the practical, however, doesn't mean that course work is not carefully planned. Actually, the work is planned with great care and thoroughness.

And the most modern equipment and teaching machines are much in evidence.

For, despite its avoidance of conventional teaching methods, Breckinridge and similar Job Corps Centers are using every tool at education's disposal.

(Next week: What's Graflex Doing at Breckinridge?)

[From the Brighton-Pittsford Post,
Aug. 25, 1966]

"COMPANIES MUST MEET SOCIAL RESPONSIBILITY"—WHY GRAFLEX IS RUNNING JOB CORPS CENTER FOR THE POVERTY PROGRAM

(The editor of this newspaper, Andrew D. Wolfe, recently visited the Breckinridge Job Corps training center in Kentucky operated by Graflex, Inc., under government contract. This is the second article of a series.)

(By Andrew D. Wolfe)

What is Graflex, Inc., long famed as a manufacturer of cameras, doing in Kentucky as the operator of a Job Corps Training Center?

The Center now is providing training to more than 1,200 youths between the ages of 16 and 21. It seeks to close the "skills gap" for them and help them become successful, self-supporting citizens.

Yet the operation of the center, located at the former World War II Army Camp Breckinridge in Kentucky, seems a far cry from the manufacture of cameras and audio-visual equipment and supplies.

The answer to this apparent contradiction can be found in an 1,150-page book. It also can be found by talking to Graflex's board chairman, Gaylord C. Whitaker.

The 1,150-page book was Graflex's application for the contract to operate the Breckinridge Job Corps Center. It was submitted to the Office of Economic Opportunity, and, among other things, explained why the company felt it could handle the task.

Graflex's original proposal was one of 80 submitted to the OEO. The 80 applicants were reduced to 13 and then to three. The three included General Electric and Ford-Philco. Graflex, by far the smallest company, won out.

Breckinridge Job Corps Center had opened in June, 1965, under the supervision of Southern Illinois University. The university did a highly creditable job in planning the center's academic program, and getting it into operation. But there were organizational problems that the university had found difficult, and these difficulties had helped lead to dissatisfaction and disciplinary problems among the trainees.

The OEO felt that many of the problems would be easier for an industry to solve.

So they invited corporations to bid for the job.

Whitaker learned of the opportunity, and he liked the idea. He talked it over with Robert Rice, Graflex president; with other Graflex officials; and with Graflex's parent company, General Precision Equipment.

Graflex, after a number of lean years, was beginning to make real economic progress. Could it afford to dissipate its energies in such a project, no matter how worthwhile?

After considerable thought and discussion, it was decided that Graflex should submit a bid.

"In the first place," says Whitaker, "Graflex and several other divisions of General Precision are becoming deeply involved in the fast-growing educational market. Graflex's SVE division has been a national leader in the audio-visual field for many years, as other GPE divisions have been in such fields as closed circuit television and specialized computers.

"We felt we could learn many things that would help us in broadening our advance in the education market."

Whitaker then adds: "Apart from these considerations, however, there is our conviction that for a company to be economically healthy is not enough. We feel that companies have to show social responsibility, to be ready to help the nation overcome its problems.

"We felt that we could make a contribution by operating Breckinridge."

Executives and technical people sailed into the job with determination and tremendous enthusiasm.

In order to make an intelligent, effective proposal to the OEO, the company had to study the vast problem of poverty in the United States, and they had to make intensive studies and evaluations of what was being done at Breckinridge and at the 11 other major Job Corps Centers.

Among the many who took part in the work were Vice President Frank Kiernan, Robert E. Kane, personnel and public relations manager Herbert Watkins, and Christopher Faegre, then of Fairport, who had been a teacher and had done much work in the field of education for the retarded.

Also playing prominent roles were Donald McCowan (Finance and budgets), James S. Panosian (purchasing), and Mike Harvey (data processing).

Personnel at the center, notably James Fornear, now its director, were very helpful, and Southern Illinois University personnel, masking any disappointment they may have felt at losing the center, were tremendously helpful.

The task faced by the bidders for the Breckinridge center can be stated in this manner: Attract and educate from 1,200 to 2,000 young men 16 to 21 years old, most of whom had reached educational levels of the seventh grade or less.

Most of the boys would be drop-outs. Some would not even know how to use a telephone, or drive an auto. Communications skills possessed by some would be so minimal that they would be difficult to teach in a formal classroom situation. Many would have failed so consistently in school that they totally lacked confidence that they could learn. This, plus all the problems of a disadvantaged background would mean that they would be very difficult to motivate.

It would be no good if the boys came and left without learning anything.

And the whole business would be useless, if the boys, after graduating, could not or would not use their new-found skills to advantage in regular jobs.

It was to this problem, in particular, that Graflex addressed itself.

"I think an industry has advantages in solving this problem," says Whitaker. "We wanted to create an environment that would in many ways resemble what the boys would find in a regular job. Many of the boys had failed badly in the classroom. Why put them back into the kind of situation that they'd have trouble handling?

"On the other hand, if they could get confidence in themselves in a work environment, they'd be a long way toward being able to hold down a good job."

So Graflex's proposal to the OEO stressed the importance of creating an "on-the-job"

environment. And the company also indicated that its managerial know-how would make it possible to operate most of its teaching areas in a way that would resemble industry.

The proposal, however, did not neglect morale. It suggested many steps to make the Job Corps trainees happy and relaxed. A key suggestion, since carried out successfully, was to divide the center in four individual "campus" areas so that the individual trainee would not feel lost and alone.

"I don't want to suggest," Whitaker noted, "that we were going to step in, throw out what Southern Illinois University had done, and start over. We think they did a remarkable job. What we've done is to take the work they'd done and add to it some of the things that a well-run company can do."

The whole proposal, 1,150 pages plus numerous exhibits, was put together. It was submitted to the OEO, and much correspondence and discussion followed.

Finally, last Winter, the company was notified that it would be given a \$12.3 million contract to operate the center for one year starting July 1.

(Next week: How the Center teaches.)

[From the Brighton-Pittsford Post, Sept. 1, 1966]

NEEDS SKILLS FOR MODERN LIFE—PROFILE OF A JOB CORPS STUDENT

(Andrew D. Wolfe, editor of this newspaper, recently visited the Job Corps Center in Breckinridge, Ky., operated by Graflex, Inc., under government contract. This is the third article and deals with the case of an average trainee.)

He's 18 years old, husky, and a little diffident.

He never got beyond the 7th grade in school, and had consistently flunked in lower grades.

He was rejected by Selective Service because of his low educational level, and since then he has been unable to find a steady job.

Occasionally, he has been in trouble, but until now the trouble never has been very serious.

Both his father and one of his grandfathers had consistent difficulty in holding down a steady job. His family lived at a poverty level.

His home is in the hill country of Eastern Tennessee, but it might just as well have been Oregon, or West Texas, or Montana, or the Bronx.

He could be either Caucasian or Negro in racial background.

He is neither stupid, nor criminal, or lazy.

His problem is that he has always lacked some of the skills necessary for modern life—skills that most of us take for granted like self-expression and reading. He doesn't know how to drive an auto, use a telephone, write a check, or fill out an application for employment.

From the very first day he entered school, he's felt at a disadvantage and unsure of himself. He couldn't understand what the teachers were talking about, and accepted their estimate that he was stupid.

At best, he and the family he starts will be dependent upon welfare and charity for much of their upkeep. At worst, he will drift into lawlessness and end up a public charge in prison.

A rough guess is that, unless he can be developed into a useful, effective citizen, he will cost the public more than \$100,000 over his lifetime.

Then came the Job Corps, the federal program designed to help him and others like him to become useful citizens.

An employment counselor (or was it a school teacher) urged him to apply. With considerable misgiving he did so. He was accepted, and in less than six weeks found himself on the way to the Breckinridge Job

Corps Center in Kentucky, which is operated by Pittsford's Graflex, Inc.

His initial reaction was to quit. But one of the counselors at the center challenged him to stick it out for two or three weeks.

So he stayed on through the orientation week. At the end of the first week, he felt he wanted to try to learn something about auto repair. He then found himself in a barracks with a group of other youths who had set vocational goals in the auto field.

He still felt strange and wanted to go home. But he stayed on.

His first work was an introductory course in welding. His teacher was a powerfully-built Negro from Evansville named Ray Lovelace. Lovelace is a demanding teacher who probably could be earning a considerably larger salary plying his trade in Evansville.

But he apparently feels there is a need for him at Breckinridge.

Lovelace is strict, and there is no coddling of trainees.

He sets high standards for his beginning welders, and makes sure his students live up to them. More important, he expects them to be able to do the work.

And this is the key.

For the first time in his life, our trainee is given a meaningful task by a person who expects him to be able to accomplish it.

There's no formal course. Everyone moves as fast as he can.

Boys who a few weeks ago were listless and totally without goals suddenly begin to function effectively.

Lovelace doesn't stand over them with a whip, but everyone works like a beaver.

Meanwhile, the trainee is taking academic courses. He is getting individual personal attention in his efforts to improve his reading and writing. From his instructors and his fellow students he's learning something about grooming.

For the first time in his life time means something, and he's punctual at his classes.

Most important of all, he's been given a tiny gleam of hope—a feeling that somehow he'll be able to hold his own in modern life.

It is the development of this kind of feeling that is the goal of the Breckinridge Job Corps Center.

When the trainee graduates in about a year's time, he will not yet be a full-fledged body repair man. But he will be on his way.

He will have confidence in himself. He will have made up much of the ground he lost in school—at least in the things that are most important for his success as a human being.

He will have been given training in getting along with other people, and he will know what is expected of him when he gets a regular job. Perhaps he will even have spent some time in a regular commercial body shop, learning right on the job what a foreman will require of him.

When he graduates, he will have emerged from the half-world of the chronically poverty-stricken.

All this is perhaps an optimistic viewpoint of what's going on at Breckinridge, and at least to some degree at other Job Corps Centers throughout the nation.

"Don't get the idea that we're magicians," says James Fornear, the energetic, tough-minded director at Breckinridge. "Some of the boys take one look at the camp, turn around, and go right home.

"Others, as in any group, hang around, don't learn anything, and make trouble.

"But we have some facts that make us think most of the boys are doing a good job.

For example, the reports back from our first graduates, who left here in July, indicate they're getting good jobs and doing well at them.

"Then we've got some other indices. Right now we're graduating better than 70 per cent of the boys who enter. That's consider-

ably better than the students in the nation's colleges.

"Finally, we get encouragement from smaller things, like the fact that almost all of our students came back after last year's Christmas vacation although they can quit whenever they wish. When you know that very few of these kids ever had been away from home, and when you realize that the work down here is demanding, something like that makes you recognize that these boys are determined to make it."

(To be continued.)

[From the Brighton-Pittsford Post, Sept. 8, 1966]

JOB CORPS CENTER—GRAFLEX'S GOAL AT BRECKINRIDGE—A GOOD JOB FOR EVERY GRADUATE

(Andrew D. Wolfe, editor of this newspaper, recently visited the Breckinridge Job Corps training center in Kentucky which is operated by Graflex, Inc., of Pittsford. This is the fourth and final article in a series of reports on the center.)

(By Andrew D. Wolfe)

"Confidence—confidence that he can learn a useful trade, confidence that he really can hold down a good job—that's really the most important thing a boy can get at Breckinridge."

The speaker is 36-year-old James Fornear, the soft-spoken but endlessly active director of the Breckinridge Job Corps Center.

"The thing we have to remember," he continues, "is that these boys have had a history of failures. In many cases, their fathers and their grandfathers couldn't fit into society. The boys themselves have done poorly in school. Practically, from the very first day of school, many of them were told they couldn't learn. Their whole personalities are conditioned to failure.

"Yet the fact is that these boys have potential. They don't need to be failures. Getting them to see this is our biggest job."

How does Breckinridge do this?

There are hundreds of answers—outstanding teachers; counselors; courses programed with infinite care; light, but firm discipline; and great emphasis on group morale.

There are the lively social programs, and an active athletic program—designed to help the boys socialize and gain personal confidence as well as to provide needed exercise.

There are the handsome blazers given the boys after they have been at Breckinridge a month and worn when they make official trips "off campus."

There is the friendly, but respectful relationship between boys and counselors.

"Perhaps we could explain it this way," says Fornear. "We try to create an atmosphere in which it's fun and easy for the boys to learn—an environment in which they won't run into the old blocks that kept them from learning in regular schools."

A good example of what Fornear is talking about is the atmosphere created by instructors W. E. Smith and L. O. Robinson for their course in the operation of filling stations.

Smith, a man in his forties, is a former regional sales executive for a major gasoline company. He's a tall athletic man with the friendly outgoing quality that means so much in sales work.

His teaching partner, Robinson, a Negro, is a vocational teacher by profession. He's an alert man with a warm personality, obviously an expert mechanic and obviously an expert teacher.

Smith teaches management and salesmanship, and Robinson handles automotive maintenance and related subjects. They obviously make a smooth-working team.

Their "classroom" is a real filling station, built into one of the old buildings of the former World War 2 Camp Breckinridge. It is spotless and a beehive of activity.

The office of the filling station is used for

formal instruction and the boys operate the station, from filling gas tanks to making change at the cash register.

A placard on the wall lists some of the things the boys learn:

- Driveway Services.
- Cash Fund Management
- Know Your Products
- Specification and Price Sheets
- Auto Washing
- Tires
- Displays and Lighting
- Housekeeping and Safety
- The Knack of Selling

In the corner of the instruction room a boy is working out problems on a small adding machine. Another is making out a "daily report," while a third fills out order forms.

In the shop Robinson is having a boy replace a worn brake drum. When the lad runs into difficulty, Robinson asks another student to help him puzzle it out.

And out at a gas pump, a boy wipes a windshield while gas is pumped into the auto. He quite clearly has absorbed the Smith-Robinson doctrine of smiling salesmanship.

No-one is loafing. There is an air of optimism, almost gaiety to the scene.

One doesn't have to search hard for the reason.

For perhaps the first time in their lives these boys have a feeling that they can really find a niche in modern life, that they can achieve some of the things that most Americans take for granted, but which always have been out of their reach.

Obviously, then, there is gaiety and enthusiasm.

But isn't there something touchingly vulnerable about these boys? Will they be able to understand and accept the normal disappointments after their hopes have been raised so high?

"Certainly, this is something we're concerned about," says Fornear. "We recognize that a lot of our work can go right down the drain if a boy isn't prepared for normal discouragements when he leaves here.

"So we try to warn them against some of the things people run into. We try to teach them to understand that disappointments are part of life.

"And right now we're setting up what we call 'satellite' training centers in Louisville, Evansville, Nashville, and St. Louis. When a boy is getting on toward the end of his program, we'll send him to one of these centers. And they'll put him right out on a regular job for two weeks so he'll become familiar with some of the things he'll run into when he's working. After that he comes back here for his final work.

"The whole point, of course, is to make sure these boys really make the grade. We could run the boys through all kinds of courses here, but they wouldn't mean a darn if the boys aren't able to get and hold jobs."

This practical, pragmatic viewpoint is one of the keys to the Graflex operation of Breckinridge.

"I've always been an educator," says Fornear, "but I must say I'm impressed with the way the Graflex industrial people have gone about this work. Before they came here, we were, of course, concerned with what happened to the boys after they left.

"But the Graflex people aren't just concerned. They're determined these boys are going to get jobs. They're just as determined to get those jobs as they are to sell cameras and their other products."

Graflex is correspondingly impressed with Fornear and his staff at the center.

Says Gaylord C. Whitaker, Graflex chairman and a key in the effort to get Graflex the contract to run Breckinridge; "These people are doing an extraordinary job. They're determined to find an answer to what's probably the most serious problem in American education—the kid who doesn't

make the grade in the regular school programs.

"It's not an easy task, and we'll probably make mistakes, but I feel these people are doing one of the most important jobs in America today. And I think you can sense that our people here know this is important. You can sense that this is the reason for their dedication to this job."

Among area Graflex people who have played important roles in the Breckinridge project are the following: Frank J. Kiernan, Director of Administration and Operation; Robert E. Kane, Assistant Director of Administration and Operation; Herbert W. Watkins, Personnel and Public Relations; William C. Stockdale, Public Relations (Darcy Associates); Christopher L. Faegre, Planning and Evaluation; Donald D. McCowan, Finance and Budgets; James S. Panosian, Purchasing; and Mike Harvey, Data Processing.

Another constituent company, the Xerox Corp., is the prime contractor for the women's Job Corps center in Huntington, W. Va. Their record is equally impressive, as evidenced by the following information I have gathered on the operation of this facility:

JOB CORPS CENTER FOR WOMEN,
Huntington, W. Va., September 27, 1966.
The Honorable FRANK HORTON,
House of Representatives,
Washington, D.C.

DEAR MR. HORTON: We at Xerox Corporation, in conjunction with our subsidiary company Basic Systems, Inc., have entered into the Job Corps program through the Huntington, West Virginia, Women's Job Corps Center with the idea of training young women between the ages of 16 through 21, who, for one reason or another, found their academic and vocational education to be inadequate or impractical. These reasons more often than not have been related to their rearing in an environment influenced by the ravages of poverty. We have previously stated our intentions to devote significant financial and human resources to study the needs of education and to evolve new services that would help to meet some of these needs. It seemed to us that the Job Corps provided a here-and-now opportunity to further our goal in education and at the same time make a significant contribution to the eradication of poverty in the United States.

In the relatively short period since January of this year when we received our first enrollee, we have trained and sent off to their first jobs 26 graduates who have completed courses as nurse's aides, keypunch operators, and various office skills. In addition, five girls have returned to their schooling. On September 30, we will graduate 14 more enrollees into the above fields. In addition, we feel it is worth mentioning that we have recently processed approximately 100 new enrollees and we anticipate that over 95 per cent of these new enrollees have sufficient ability to be trained for productive employment in vocational skills of varying complexities. The innate skills are there to be trained provided we locate the key, which is a complex job due to the nature of their previous life experience. We are convinced that we can find the key in a residential educational program.

It is becoming quite clear that skills training is not the entire job. We have had to teach living skills such as getting to work on time day in and day out, personal hygiene, the importance of personal appearance, and getting along with co-workers. These living skills are very important in getting and holding a job and we have emphasized them through parallel situations in our Center. Such home-like disciplines as getting to class on time, arising at 6:30 a.m., room inspection, wearing appropriate dress in the community, and a community responsiveness

through student government seem to be invaluable to the maturity that goes with holding a job.

The most gratifying part of this experience has been the eagerness of the students to learn a vocational skill and then go home and get a job. Almost without exception, these enrollees are possessed with the ambition to gain a respected place in the community through the attainment of a job skill. Their commitment is beyond anything I would have imagined prior to my coming to Job Corps. It may be of some interest to you that my previous experience has been with Xerox as general manager of their Haloid Photo Department in Rochester. I came to this program a few short months ago from the industrial community with the usual results-oriented attitude of anyone running a profit-oriented enterprise. We find our enrollees also want results in the form of vocational training and they want them as rapidly as possible.

For the future we hope to graduate at least 10 per cent of our average enrollment every month. In our case, this means 30 trained graduates. We, at Huntington, recognize that it is through successive placement that we make our ultimate contribution. In order to accomplish this, we must know each individual and her capabilities. We must have a vocationally oriented program, as that is not only the Job Corps goal, but it is our student's only real interest. The value of this program is becoming clearer every day in that our population is eager to work hard and accomplish the goal set out for the Job Corps program. We have tailored our training to the individual. The individual does respond, has the capability to be trained and is graduating to productive work in society. Your support of this worthwhile national effort is deeply appreciated.

Very sincerely yours,

G. N. MAYER, Center Director.

While there are examples of poverty programs which have not accomplished as much as those I have cited in detail, the success of the CAP in Rochester, and of these two Job Corps installations should stand as evidence of what the program can accomplish when it is administered properly.

On the basis of the record established in Rochester, Breckinridge, Huntington, and elsewhere in the country, I feel that the poverty program generally has found a place for itself in our national policy.

The fact that economic opportunity has been enhanced in many communities of the poor by the operation of anti-poverty programs convinces me that we cannot at this point hamper or stop the progress of these efforts.

Thus, while it is not appropriate for budgetary reasons to add new dimensions to the poverty program at this time, we must evaluate the program as it now stands, and allow those aspects of the program which have proven successful to continue.

Mr. MOORHEAD. Mr. Chairman, I rise in support of this legislation to continue the war on poverty and in opposition to the substitute.

I do so because I believe that some of the experience with the war on poverty in my congressional district in Pittsburgh is relevant to the debate in Congress today.

It has been charged that politics dominate the program in certain localities.

Mr. Chairman, this need not be the case. It is not the case in the city of Pittsburgh.

Mr. Chairman, the war on poverty can be administered effectively, nonpolitically, and successfully. Mr. Chairman, we in Congress should not kill the entire program because in certain localities it may not have been so administered.

In Pittsburgh the overall guidance for the war on poverty is given by a non-profit corporation called the Mayor's Committee on Human Resources, Inc. Of the 22 members of the board of directors there are only three Democratic elective officeholders, one of whom is a judge. One of the members is a Republican member of the cabinet of Governor Scranton. There are three clergymen. There is an officer of T. Mellon & Sons, a vice president of the Pittsburgh National Bank, and a president of a major manufacturing corporation. There are two representatives of organized labor. Eight of the 22 members of the board are representatives of the poor themselves.

This strange amalgam has worked just the way the Congress intended it to work when we enacted the Economic Opportunity Act.

Our experience with the war on poverty in Pittsburgh has taught us three things: First, a new understanding of the poor themselves; second, a new understanding of the remedies for poverty; and, third, a new understanding of the economies which would result from a successful war on poverty.

First, there was a new understanding of the poor themselves. We began to realize that not only were at least 28,000 Pittsburgh families poverty stricken, but that with each succeeding generation they are falling steadily behind the achievements of the majority, and that each succeeding generation is becoming more bitterly alienated from the successful majority. As industry in Pittsburgh has become more and more automated with machines replacing the unskilled laborer, this group has had no other future than a career as recipients of public welfare. Further, we became aware that these people, the children of poverty, would become the parents of poverty.

The second thing we learned was that the remedies which were being proposed in the war on poverty were radically different from almost any of the welfare programs which preceded it. We learned that the war on poverty does not seek to relieve the symptoms of poverty by something in the nature of a dole which tends to weaken the individual's own incentive to respond to the challenge of his environment. We learned that the war on poverty seeks to end poverty not by handouts, but by compensatory education to make each individual better able to meet the challenge of his environment.

The third thing which we learned was the economies which would result from a successful war against poverty. On the Mayor's Committee for Human Resources, hard-headed businessmen and bankers have looked over the ledgers and found from the cold pragmatic facts that the war on poverty makes sense.

After generations of welfare, we have found out that handing out a dole insures just one thing—that next year the dole gets bigger.

With the war on poverty we have stepped back and taken a look at some of the welfare cases—mother on relief—whose mother was on relief—and back to the grandmother who was also on relief.

To end this cycle of poverty may cost more in the short run, but over the longer period we believe that it will save us millions and millions of dollars.

For these reasons, in Pittsburgh, we find normally liberal politicians and normally conservative businessmen united on the same humanitarian and yet pragmatic road of action.

Mr. Chairman, I hope that the Members of Congress can march down this same imaginative road and adopt this legislation by an overwhelming majority.

Mr. MATTHEWS. Mr. Chairman, I believe I have a half minute reserved during the time limitation.

The CHAIRMAN. The Chair will state to the distinguished gentleman from Florida that all time has expired, it now being past 3 o'clock p.m.

The question is on the amendment in the nature of a substitute offered by the gentleman from Minnesota [Mr. QUIE].

The question was taken and the Chairman announced that the "noes" appeared to have it.

Mr. QUIE. Mr. Chairman, I demand tellers.

Tellers were ordered, and the Chairman appointed as tellers Mr. GIBBONS and Mr. QUIE.

The Committee again divided, and the tellers reported that there were—ayes 115, noes 143.

So the amendment was rejected.

Mr. BUCHANAN. Mr. Chairman, H.R. 15111, the Economic Opportunity Amendments of 1966, carries an authorization for the appropriation of more than \$1.75 billion for the fiscal year ending June 30, 1967, to continue and expand the war on poverty, one of the major administration programs in establishing the Great Society.

The elimination of poverty from our Nation is not the issue today. No one challenges the need for effective action to end poverty in our land.

The issue to be considered here and now is whether the projects administered by the Offices of Economic Opportunity under the original Economic Opportunity Act are effective, whether they should be continued and expanded as proposed in the amendments to the act now before the House, and whether the expenditure of funds in the amount proposed to be authorized is justified at this time.

A review of the facts as to the administration of the anti-poverty program, the cost in salaries, and the projects themselves has uncovered startling evidence of inefficiency, waste, extravagance, and bungling.

As an example, "the Job Corps trained 42 girls in the Hotel Huntington in St. Petersburg, Fla. The first year's bill for staff salaries, accommodations, and incidentals came to \$1,646,601—an average of \$39,205 per 'graduate.'"¹

In a further report on this same project, it was disclosed:

The antipoverty program is paying \$225,000 to rent the hotel for 18 months. The market value of the property has been estimated at \$150,000 to \$200,000.²

Senator STROM THURMOND, of South Carolina, had this comment on the St. Petersburg training center:

The girls get little training, but do get \$30 spending money and \$50 put in the bank each month, special bus transportation to the bank and downtown, and maid service. They are not even required to help serve their own food.

At another Job Corps at Camp Atterbury, in Indiana, the reported cost per enrollee is \$22,000.³

A Job Corps at Camp Breckinridge, Ky., under a \$9 million grant for a maximum of 2,000 young people, produced, as of June 1966, 250 dropouts and 8 "graduates." In November of 1965 the enrollees of this project outnumbered the staff by only the narrow margin of 358 to 359.⁴

Salaries paid to Job Corps staff members follow the same pattern of excessive spending. Staff personnel numbering 208 at Camp Gary, San Marcos, Tex., employed at salaries of over \$9,000 received an average income of 57 percent above their previous salary. Twenty-two of them more than doubled their previous salary. Just to list a few examples of past and present salaries at Camp Gary:⁵

Position	Previous	Present
Manager of personnel.....	\$5,000	\$10,000
Math chairman.....	4,730	10,080
Citizenship teacher.....	4,800	10,080
Chairman commercial skills.....	4,650	10,080
Welding instructor.....	3,200	9,780
Teacher, commercial skills.....	4,500	9,780
Do.....	4,300	9,780
Auto mechanic instructor.....	3,800	9,780
Drafting instructor.....	4,764	9,780
Science teacher.....	4,700	9,780
Duty officer.....	4,500	9,493
Physical education instructor.....	4,600	9,480

At five urban Job Corps centers for men—Fort Custer, Kalamazoo, Mich.; Camp Breckinridge, Morgantown, Ky.; Camp Kilmer, Edison, N.J.; Fort Rodman, New Bedford, Mass.; and Camp Atterbury, Edinburg, Ind.—over one-third of the employees, 38 percent, making over \$6,000, received over a 20-percent increase above their previous salaries.

The list of these employees follows:⁶

Position	Increase	Previous salary	Present salary
CUSTER JOB CORPS CENTER			
Chief group life supervisor.....	Percent 98	\$4,800	\$9,515
Do.....	59	6,000	9,514
Do.....	96	4,848	9,514
Vocational teacher.....	55	5,760	8,900
Orientation counselor.....	55	5,200	8,050
Vocational instructor.....	82	4,368	7,950
Staff trainer.....	50	4,980	7,500

² U.S. News & World Report, Aug. 23, 1965, p. 50.

³ STROM THURMOND Reports to the People, May 23, 1966.

⁴ Ibid.

⁵ Republican Members Poverty Subcommittee, Republican Poverty memo No. 20, Apr. 28, 1966.

⁶ Republican Members Poverty Subcommittee, Republican Poverty memo No. 31, June 16, 1966.

Position	Increase	Previous salary	Present salary
BRECKINRIDGE JOB CORPS CENTER			
Counselor.....	Percent 50	\$5,000	\$7,500
Vocational instructor.....	82	3,860	7,010
Public information reporter.....	50	4,680	7,000
Captain, F. & S.....	50	4,500	6,783
Group life supervisor.....	59	3,952	6,300
Do.....	51	4,160	6,300
ATTERBURY JOB CORPS CENTER			
Acting director, vocational training.....	65	7,800	12,900
Supervisor of general education.....	ND	6,396	9,600
Counselor-instructor.....	98	4,392	8,700
Do.....	211	2,700	8,400
Vocational instructor.....	59	5,100	8,100
Orientation instructor.....	63	4,800	7,800
Vocational instructor.....	64	4,560	7,500
General education instructor.....	84	3,420	6,300
RODMAN JOB CORPS CENTER			
Dentist.....	90	6,420	12,192
Chief, security.....	140	5,004	12,000
Dentist.....	127	5,196	11,820
Unit coordinator.....	400	1,800	9,000
Supervisory test administrator.....	73	5,196	9,000
Psychologist.....	77	4,800	8,496
Dispatcher.....	50	1,500	7,560
Health, physical education, and recreation.....	50	5,040	7,560
Security investigator.....	71	4,416	7,560
Custodial supervisor.....	65	4,140	6,840
Supervisor, CX.....	53	4,464	6,840
Resident adviser III.....	229	2,076	6,840
Stock record supervisor.....	100	3,420	6,840
Tester II.....	52	4,356	6,000
Health, physical education, and recreation.....	102	3,120	6,300
Resident adviser II.....	100	3,120	6,228
Do.....	147	2,520	6,228
Physical education and recreation II.....	132	2,688	6,228
Do.....	71	3,636	6,228
Do.....	448	1,095	6,000
Assistant maintenance supervisor.....	100	2,000	6,000
Resident adviser II.....	60	1,512	6,000
Do.....	111	2,844	6,000
KILMER JOB CORPS CENTER			
Director of curriculum.....	75	10,300	18,000
Senior resident counselor.....	76	6,800	12,000
Instructor, business education.....	82	5,500	10,000
Instructor, math economics.....	51	6,300	9,500
Assistant head, physical education.....	59	5,500	8,750
Instructor D. P. laboratory.....	55	5,500	8,500
Instructor, physical education.....	70	5,000	8,500
Maintenance manager.....	92	4,160	8,000
Assistant department head.....	131	3,250	7,500
Night duty officer.....	75	4,000	7,000
Do.....	75	4,000	7,000
Security administrator.....	82	3,840	7,000
Tutor-counselor.....	72	3,952	6,800
Unit supervisor counselor.....	76	3,860	6,800
Instructor II, business education.....	54	4,200	6,500
Tutor counselor.....	81	3,600	6,500
Instructor II, physical education.....	86	3,500	6,500
Tutor-counselor.....	50	4,200	6,300
Do.....	156	2,340	6,000
Do.....	100	3,000	6,000
Do.....	110	2,860	6,000
Do.....	92	3,120	6,000
Purchasing administrator.....	78	3,380	6,000
Tutor-counselor.....	50	4,000	6,000
Do.....	65	3,640	6,000
Do.....	140	2,500	6,000
Do.....	68	3,580	6,000
Do.....	186	2,100	6,000
Recreation specialist.....	138	2,520	6,000
Do.....	233	1,800	6,000
Do.....	54	3,900	6,000
BRECKINRIDGE JOB CORPS CENTER			
Dentist.....	330	3,998	17,201
Manager administrator.....	468	2,704	15,392
Manager.....	159	5,800	15,017
Contract administrator, senior.....	54	9,200	14,186
Administrator vocational services.....	313	3,307	13,645
Dentist.....	315	3,120	13,000
Administrator, educational services.....	60	7,758	12,418
Education resident specialist.....	69	6,800	11,502
Administrator, personnel.....	11	5,980	10,795
Administrator food services.....	103	5,190	10,546
Supervisor.....	60	6,550	10,504
Do.....	305	2,600	10,442

¹ Rockford, Ill., Register-Republic.

Position	In-crease	Pre-vious salary	Present salary
KILMER JOB CORPS CENTER—continued			
	Percent		
Administrator, avocations.....	22	\$6,800	\$10,317
Administrator, social activities.....	22	6,600	12,900
Administrator, security.....	92	5,200	10,004
Personnel supervisor.....	216	3,005	9,506
Administrator, mat control.....	69	5,439	9,214
Supervisor, activities section.....	59	5,750	9,131
Analysis systems programmer.....	155	3,536	9,006
Counselor.....	85	4,800	8,902
Social activities sponsor.....	79	4,250	8,715
Foreman of guards.....	109	4,160	8,694
Education specialist.....	287	2,200	8,507
Supervisor, skills.....	60	5,200	8,320
Athletic activities sponsor.....	55	5,300	8,237
Education specialist.....	61	4,900	7,904
Senior instructor.....	50	5,200	7,779
Education specialist.....	71	4,500	7,717
Special athletic activities, senior.....	99	3,840	7,654
Supervisor.....	89	4,000	7,561
Athletic activities sponsor.....	81	4,160	7,530
Counselor.....	526	1,200	7,509
Instructor.....	189	2,600	7,509
Do.....	65	4,160	7,509
Counselor.....	106	3,640	7,509
Do.....	51	4,988	7,509
Senior instructor.....	90	3,952	7,509
Counselor.....	56	4,804	7,509
Administrative assistant.....	124	3,350	7,488
Instructor.....	58	4,680	7,405
Do.....	58	4,680	7,405
Education specialist.....	68	4,420	7,405
Do.....	54	4,800	7,405
Do.....	50	4,900	7,363
Do.....	53	4,800	7,342
Do.....	63	4,500	7,322
Recreation specialist.....	142	3,005	7,280
Specialist, FA.....	62	4,500	7,280
Instructor.....	53	4,700	7,145
Activity athletic sponsor.....	72	4,160	7,145
Instructor.....	65	4,316	7,134
Specialist.....	140	2,860	6,864
(Unspecified).....	120	3,120	6,864
Do.....	52	4,500	6,822
Do.....	77	3,848	6,802
Do.....	64	4,160	6,802
Education specialist.....	104	3,328	6,802
FA specialist.....	74	3,920	6,802
Administrative assistant.....	90	3,536	6,729
Recreation specialist.....	79	3,608	6,458
Group leader, senior.....	76	3,640	6,396
Do.....	53	4,160	6,365
Do.....	206	2,080	6,364
Do.....	86	3,380	6,302
Do.....	51	4,160	6,302
Do.....	142	2,600	6,302
Do.....	130	2,724	6,271
Do.....	51	4,160	6,271
Do.....	61	3,900	6,261
Do.....	50	4,160	6,240
Garage mechanic.....	71	3,640	6,209
Social activities specialist.....	139	2,600	6,209
Group leader.....	139	2,600	6,209
Do.....	199	2,080	6,209
Specialist, FA.....	99	3,120	6,209
Group leader.....	84	3,380	6,208
Craft specialist.....	138	2,600	6,178
Group leader.....	95	3,120	6,074
Do.....	92	3,120	6,001
Do.....	80	3,328	6,001
Do.....	65	3,640	6,001
Do.....	92	3,120	6,001
Do.....	51	3,973	6,001
Do.....	92	3,120	6,001
Do.....	80	3,328	6,001
Do.....	61	3,733	6,001
Do.....	65	3,640	6,001
Do.....	50	4,000	6,001
Do.....	77	3,380	6,001
Do.....	173	2,200	6,001
Do.....	114	2,808	6,001
Do.....	131	2,600	6,001
Do.....	65	3,640	6,001
Do.....	100	3,005	6,001
Do.....	65	3,600	6,001
Do.....	80	3,328	6,001
Do.....	110	2,860	6,001
Do.....	83	3,900	6,001
Do.....	22	3,640	6,001

High administrative costs have not held down crime and violence stemming from Job Corps enrollees. There have been reports of one incident after another in which Job Corps enrollees have been involved in the commission of a crime, and where youths with previous criminal records have been accepted for training—and apparently the Job Corps

still has no procedure for screening applicants with felony records so that they can conform to parole and probation requirements.

Other projects administered by the Office of Economic Opportunity expand the record of extravagant costs.

As an example, Operation Headstart is estimated to cost \$170 per child. In North Carolina, a previous program conducted by professional and trained public school teachers cost \$30 per child, \$140 per child less than the Headstart program.⁷

When North Carolina applied for Federal funds to expand its program, the application was rejected, it has been reported, because the plan "was based on State administration of the funds and program."⁸

The Headstart program designates a 5-to-1 staff ratio with classes limited to 20 children under 1 professional teacher assisted by 2 other adults.⁹

The Neighborhood Youth Corps abounds in newspaper reports of examples of dishonest, kickbacks, political patronage, enrollment of fictitious persons, displacement of the elderly by Neighborhood Youth Corps enrollees, and disregard of eligibility standards.

As included in the House report on the Economic Opportunity Amendments of 1966, minority views, the following are a few examples:

In November 1965, the Boston (Mass.) Traveler discovered and exposed thefts, employment of ineligible and other irregularities in Boston's Neighborhood Youth Corps projects. The thefts perpetrated by falsified payrolls and forged checks were in the summer work program for Boston's youths. According to the Boston Traveler, November 30, 1965, additional payroll thefts of \$2,000 were uncovered along with fresh evidence that city hall henchmen were picking off plum jobs in the program.

The March 3, 1966 edition of the Boston (Mass.) Record American reported the FBI, OEO, and the U.S. Labor Department were investigating new evidence of financial irregularities involving youths employed in ABCD's summer programs. It was reported an ABCD official admitted the agency had been unable to locate some 200 youths listed as employees and for whom W-2 income tax forms had been issued. Some youths had complained they received W-2 forms showing more income than they actually received.

By letter dated May 16, 1966, J. Edgar Hoover, Director, Federal Bureau of Investigation, advised Congressman CHARLES E. GOODELL the FBI had completed an investigation of allegations of payroll irregularities in connection with ABCD's program and that prosecutive action with regard to six potential subjects, five employees and one enrollee of the program, is presently under consideration by the U.S. attorney, Boston, Mass.

In four Rhode Island communities, the following irregularities were disclosed in the fall of 1965:

Providence, R.I., newspapers reported the following:

In the Jamestown project the average income of the families of enrollees was \$6,000 to \$7,000 and seven enrollees were paid to give sailing lessons.

⁷ U.S. News & World Report, Aug. 23, 1965, p. 51.

⁸ Ibid.

⁹ P.T.A. Magazine, March 1966 (reprint in the Reader's Digest, Mar. 1966, p. 4).

In the Johnston program 10 of the youths were college students and the parents of 73 owned at least 58 homes and 113 motor vehicles.

In the Cranston program, 3 parents were making over \$9,500 a year and 10 parents were in the \$5,300-\$6,300 range. Some of the city councilmen were allowed from 5 to 10 referrals each.

In the Newport-Middletown program, eight were students in college and the director of the program, at \$8,000 a year, was the mayor of the city.¹⁰

In December 1965, investigators of the Subcommittee on the War on Poverty reported four elderly charwomen had been displaced by Neighborhood Youth Corps youths at the Cambria County War Memorial, Johnstown, Pa., during the period June to November 1965. One of the elderly ladies was the sole support of her family which included a 21-year-old retarded child.¹¹

I could go on and on in citing examples of gross mismanagement and fiscal irresponsibility in these programs administered by the OEO which, according to the "OEO Status of Programs as of June 30, 1966," page 77, range from a grant of \$3,677 for "Mexican dance instruction" to \$7,534 for "mountain hiking trips."

One more example of administrative costs—a comparison of the U.S. Office of Education, a part of HEW, with the Office of Economic Opportunity.

The budget for the Office of Education in fiscal 1967 is \$3.478 billion as compared to \$1.724 for the Office of Economic Opportunity, yet the Office of Education will need only 2,861 permanent employees compared with OEO's 6,484 permanent employees.¹²

The following is a comparison in high-paying jobs in these two agencies which reveals that five individuals in OEO are paid more than the U.S. Commissioner of Education, who receives \$26,000.

In the grades GS-15 through GS-18, in which pay ranges from \$17,055 to \$25,382, this is the comparison:¹³

Grade	Salaries	OEO	OE
GS-15.....	\$17,055 to \$22,365..	249	125
GS-16.....	\$19,619 to \$25,043..	25	33
GS-17.....	\$22,217 to \$25,325..	17	10
GS-18.....	\$25,382.....	13	3
	Above \$25,382.....	5	1
Total.....		310	172

In spite of the mismanagement and waste existing in OEO programs, as documented in so many instances, we are being asked to extend the existing programs and create new ones under OEO administration.

Programs already created within the OEO include home food production, family counseling, remedial reading, rural family loans (administered by the farmers Home Administration, Department of Agriculture), legal services program, Vista—Domestic Peace Corps—Job Corps, Headstart, foster grandparents—a program staffed by a ratio of 38

¹⁰ House Rept. No. 1568, 89th Cong., 2d sess. p. 123.

¹¹ Ibid, p. 125.

¹² Ibid, p. 143.

¹³ Ibid, p. 143.

foster grandparents for 50 children—small business loans—administered by the Small Business Administration out of the SBA revolving loan fund, and providing loans up to \$15,000 for persons who want to go into business or to expand an existing business and who are unable to meet the credit requirements of other loan programs—adult basic education program, work experience program, programs for migrant and seasonal farm workers, the Neighborhood Youth Corps, and Upward Bound—a precollege program for high school students carried out under grants to colleges and universities.

Under the proposed legislation, the OEO would receive authorization to "experiment with new and vitally needed services to meet pressing community problems, including narcotics addiction, dire family financial emergencies, inadequate legal services, and establish a demonstration Job Corps center to experiment with integrating day enrollees into a residential center."¹⁴

In view of the record already established by OEO in the programs administered by that agency, can we seriously consider extending its activities into the field of narcotic addiction, and to authorize the expenditure of \$8 million for launching a program of small loans to persons from low-income families?

The programs already under the Office of Economic Opportunity branch out into widely divergent fields, and extend the Federal encroachment into many new areas of our social and economic life. These programs are also establishing a system of dual control in which two agencies are now involved in an area which a department of the Federal Government was previously established to administer. State administration in certain areas again is being weakened through a further expansion of Federal administration.

Before any further authorizations should be approved for the operation of the Office of Economic Opportunity, there should be a thorough review of programs in operation, a screening of administrative procedures, and a meaningful assurance provided within the bill under consideration that the waste and extravagant spending within the OEO programs will be eliminated.

To act upon this legislation without such assurances would simply commit tax moneys to sponsor further administrative mismanagement and fiscal irresponsibility.

Mr. MATHIAS. Mr. Chairman, this is the third consecutive year in which the House has become embroiled in debate over the war on poverty. In 1964, after extensive work, we authorized a massive program to bring our national resources directly to bear on the special problems of the undereducated, underskilled, underemployed Americans who do not, cannot, share our general prosperity. Last year, before extending the program, we discussed the doubts and questions which had arisen in the short time since its inception. Now we are reviewing it again.

Mr. Chairman, I sincerely hope that poverty debates will not become an an-

nual tradition in this House. I hope that this year we can make the changes and impose the disciplines this effort clearly needs, so that our future work may focus on how to advance a strong, flourishing program, rather than on whether to dismantle its structure and start again.

I hope that we can and will resolve this year the many recurrent criticisms which this program has provoked. Continued controversies over the merits and motives of specific projects have already cast dark shadows over the whole endeavor. Congress has been distracted from the substance of some programs by the sensationalism of charges raised. The Office of Economic Opportunity itself has been distracted from its real job of service to the poor by the need to service Congress, with serious consequences for the agency's momentum and morale. Above all, many of the people we seek to help have become disillusioned as the program's purpose has been undermined, its potential unrealized, and its promise unfulfilled.

We can no longer afford to cheat the poor. Nor can we afford to cheat the American taxpayers, or the countless hard-working local and State officials who would like to use this program as a vital tool of human renewal.

On July 21 of last year, when we undertook our first review of the Economic Opportunity Act, I said in part:

We should judge this and all legislation . . . not in terms of slogans or partisan claims and counterclaims, but in terms of its real impact upon the people whom it is designed to help. We should ask whether this is the best way to do the job . . . One year is hardly long enough in which to learn whether this program works or does not work. But a year is long enough in which to see some progress and some problems.

At that time I reviewed the very real and heartening advances made by some OEO programs, most notably Headstart, Catch-up, and VISTA. I also reviewed the difficulties which had plagued the Job Corps and community action programs—the overemphasis on publicity and quick results, the lack of nationwide uniformity or clear, consistent standards, and the swelling of administrative overhead. I concluded that reforms would be essential, if the program was to survive.

The poverty program has now completed its second year. We now have twice as much evidence, twice as much experience on which to base our judgments. As a supporter of the program's principles, and as one who has voted for its creation and continuance, I have hoped that all grounds for criticism could be removed as the agency matured beyond the inevitable growing pains suffered by every new administrative body. But I cannot ignore the facts. And the accumulated facts have shown me that, on balance, basic reforms are now essential.

The committee bill before us does meet some of the valid criticisms which have been leveled against OEO operations. Yet it does not reach the most important issues, which is whether the most promising antipoverty programs are best served by maintaining OEO's jurisdiction over them. My answer to this question now is, "No."

The circumstances leading me to this

conclusion can be capsuled in a review of just one case, that of the 1966 summer Catch-up program for Washington County, Md.

The Washington County Board of Education, working through the Washington County Community Action Council—CAC—has conducted both a Headstart program for preschool children and a Catch-up program for grade-school children in the summer of 1965. Both brought great benefit to many county families. Early this year, the CAC was informed that about \$205,000 beyond the funds available for Headstart would be allocated to the county, and in accordance with that guideline, an application for Catch-up funds was submitted on April 18.

On June 11, almost 2 months after submission of the application and 2 weeks before the program was scheduled to begin, the executive director of the CAC advised my office that, after a long silence, he had just received word informally from OEO that his Catch-up application could not be funded at that time, presumably because the funds supposedly available had been diverted to other programs.

On June 14, I wrote to Sargent Shriver, urging immediate funding of the project and asking a number of questions about OEO's funding procedures, the apparent lack of realistic planning, and the absence of priorities for assistance.

On June 23, I was advised that OEO had approved a grant to the CAC of \$164,625, approximately two-thirds of the original requests and two-thirds of the guidelines sent out earlier this year by OEO. Because the grant had been reduced, the Catch-up program had to be curtailed, and was operated this summer for a shorter period than originally planned.

On July 5, at least 3 weeks after my original letter, I received a note from Sargent Shriver, thanking me for my inquiry and advising me that he was referring my questions of Mr. Sidney Woolner, acting director of the Mid-Atlantic regional office, for a "complete report."

On July 15, not having heard from Mr. Woolner, I wrote again to Mr. Shriver requesting a reply to the questions I had asked a month before.

On July 21, I received from Mr. Fred A. Forbes, public affairs officer in the mid-Atlantic regional office, a letter intended to be the "complete report" I have been promised. This letter advised me that the Washington County program and others in the State had finally been funded; offered a short, confusing reply to one of my questions; and expressed the hope that Congress would grant additional funds to meet an "unanticipated demand for educational programs."

On July 25, I wrote back to Mr. Forbes, reminding him that he had not replied to three of the four groups of questions I had asked, and had responded to only one of my six recommendations, the one urging approval of the Washington County funds.

On August 2, 7 weeks and two letters after my initial inquiry, I received a second letter from Mr. Forbes which did include short replies to each of the ques-

¹⁴ Ibid, p. 26.

tions and suggestions I had sent to Mr. Shriver.

The postscript to this story came in mid-August, when the truncated—but successful—Washington County Catch-up program ended, and local officials failed to receive the check from OEO with which to pay their staff. About 250 Washington County individuals, nearly half of whom are in low-income brackets, were forced to wait at least 2 weeks after conclusion of the program before the funds were actually received. Despite several conferences between county CAC officials and the regional OEO staff, and phone discussions between my office and the regional office of OEO, no full explanation of the delay could be obtained.

Mr. Chairman, this summary, and the correspondence I shall include in the RECORD following my remarks, illustrate the problems which continue to erode the effectiveness of OEO. After my own difficulty in obtaining information, I can fully understand and sympathize with the frustrations felt by local officials who seek straight answers to basic policy questions, often under the pressure of budget or application deadlines, and are unable to learn the facts. After reviewing the problems met by this particular county in winning funding and the actual funds, I can better understand why some local officials have simply given up and decided to seek other avenues of support for worthwhile programs.

Nor did I find the answers to my questions, when received, too reassuring. As the full correspondence shows, Mr. Forbes' comments give no clear impression that the agency's confusion, vagueness and inefficiency have been resolved. The problems which Washington County encountered this year—problems of unanticipated extra costs for certain programs, lack of deadlines, lack of adherence to funding guidelines, absence of sensible and far-sighted planning—are precisely the same problems which many in the House criticized a year ago. Yet, after another full year's experience and many chances for reform, all that is offered is a request for more money, and bland pledges to improve.

This, I submit, is not enough.

In 1964, when the Economic Opportunity Act was passed, many of us viewed this Act, and the new agency it created, as a vehicle for progressive experiment and for new forms of concentrated assistance to those most in need. The existence and energies of OEO, we thought, would not only produce direct results, but would also stimulate older agencies toward more imaginative and incisive attacks on the problems of undereducation and unemployment.

Our prediction has been half fulfilled. The programs initiated by OEO—especially Headstart, the Job Corps, and adult education—have indeed served as catalysts for rejuvenation of other agencies, including the Office of Education, the Department of Labor, and even the Department of Defense. But the Office of Economic Opportunity itself, instead of becoming the source of stimulation and vitality, has actually come to retard the progress of its most promising works.

Such tangles and delays as those encountered by Washington County have disappointed potential beneficiaries, and have frustrated the best efforts of local community action agencies. Coordination with other Federal agencies, too, has been discouraged by the administrative confusion at OEO.

For example, in June, when OEO belatedly discovered that catch-up programs could not be fully funded, applicants were advised to seek alternate funds through title I of the Elementary Secondary Education Act—but applications for such funds for summer programs had to be submitted to the States by May 2. Obviously, it is impossible to orchestrate many sources of assistance when one source does not know, or will not give, the score.

Mr. Chairman, this summer we have been given tragic evidence of the urgent need to direct the energies of all our citizens into constructive efforts, by assisting those who cannot now compete for education, for training and for jobs which offer opportunity. We cannot afford to waste more time, more money, more good will. Accordingly, I shall support amendments to the committee bill which would transfer most programs now administered by OEO to the appropriate Cabinet departments, where they can be administered with relative efficiency and more fully coordinated with other closely related Federal programs. I am convinced that the alternative to this reform is continuing chaos, wasted time, wasted funds, and lost opportunity.

The material referred to follows:

JUNE 14, 1966.

HON. R. SARGENT SHRIVER,
Director, Office of Economic Opportunity,
Washington, D.C.

DEAR MR. SHRIVER: I was very surprised to learn that the Office of Economic Opportunity has delayed, and therefore in effect denied, the application of the Washington County, Maryland, Community Action Council for approximately \$206,000 for this summer's Washington County Catch-up Program.

This application was submitted on April 18 in accordance with funding guidelines set by your agency earlier this year. Despite its adherence to all regulations, the Council has just been advised that, due to unexpected increases in other Community Action Program expenditures, the funds originally allocated for Operation Catch-up are no longer available.

My immediate concern, of course, is that you exert every effort to provide substantial funding for this valuable program at once. This summer's Operation Catch-up in Washington County has already been undermined by O.E.O.'s delay, confusion and uncertainty. Further delay could deny the grade-school children of Washington County any opportunity for the extended education which proved so constructive last year.

This regrettable situation, in my judgment, raises serious questions about O.E.O.'s timing, emphasis and planning in regard to summer programs generally. I would appreciate your prompt response to the following questions:

1. I understand that no deadlines for submission of Operation Catch-up applications were established, and that local agencies were not advised when O.E.O. would start approving these applications which had been received. Why was no effort made to gather and review all timely applications for Catch-up funds, before any applications were approved?

2. I further understand that local agen-

cies were given funding "guidelines" for summer programs based on estimates of the distribution of poverty throughout the nation, but that O.E.O. permitted applications for Federal funding up to 150% of these "guidelines," on the assumption that some localities would not apply for assistance. Why were any summer grants in excess of the guidelines approved before all applications had been received and reviewed?

3. I have been advised that the present shortage of Catch-up funds is due at least in part to the need to divert these funds to the continued financing of certain year-round Community Action programs.

(a) Why was no administrative division of funds among all types of CAP projects made and adhered to?

(b) Why did O.E.O. fail to anticipate realistically the demand for continuing support of year-round programs?

(c) To what extent have year-round programs been cut back in accordance with the apparent scarcity of funds?

4. O.E.O.'s handling of the Washington County case and others strongly suggests that summer programs generally have been dealt with in a "crisis atmosphere," despite O.E.O.'s extensive publicizing of their importance and previous achievements. Your agency's tardiness in reaching funding decisions has denied local school boards and agencies adequate time either to organize approved programs, or to adjust plans to meet unexpected reverses.

(a) Despite the lessons of 1965, when many programs suffered because they had been developed hastily, why did O.E.O. wait until the middle of May this year before beginning to approve applications for summer programs?

(b) Why were no early deadlines for these applications set?

(c) Why have Catch-up programs, which have been encouraged, been given such low priority in funding?

In my judgment, Washington County's unfortunate experience strongly suggests that the following steps should be taken by O.E.O.:

1. Adequate funds for this and other pending programs should be made available at once.

2. The role and relative importance of summer programs for grade-school children should be clarified, so that local school boards and families might know what attention and assistance to expect from O.E.O. in the future.

3. A separate allocation for Catch-up programs should be established within the general CAP appropriation granted by Congress each year, and this allotment should not be diverted to other uses unless all reasonable and timely Catch-up applications have first been approved and funded.

4. If "guidelines" for Catch-up funding are circulated, no funds in excess of these guidelines should be approved until all timely applications have been funded 100%. If additional funds do become available, supplementary grants can later be made.

5. Every effort should be made to establish and observe realistic planning and budgeting procedures, including sensible projects of anticipated demand for funds, so that unexpected year-end "shortages" can be avoided.

6. Allocations for summer programs, and solicitations of local applications for summer assistance, should be begun earlier in the fiscal year.

I would appreciate your response to my comments, and a full report on the steps you are taking to insure that the grade-school children of Washington County and other areas may enjoy the supplemental educational opportunities which they have anticipated this summer.

Very sincerely,

CHARLES MCC. MATHIAS, Jr.

OFFICE OF ECONOMIC OPPORTUNITY,
EXECUTIVE OFFICE OF THE PRESIDENT,
Washington, D.C., July 5, 1966.

Hon. CHARLES MCC. MATHIAS, JR.,
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN MATHIAS: Thank you for your letter of June 14 concerning the Washington County Operation Catch-Up proposal.

As you know, a grant of \$164,625 was announced on June 23 for Washington County.

Because of the many specific points raised in your letter concerning our handling of the proposal and our funding policies, I have asked Sid Woolner, our acting Mid-Atlantic Regional Director, to give you a complete report on your comments.

We appreciate your bringing this matter to our attention. With every best wish.

Sincerely,

SARGENT SHRIVER,
Director.

JULY 15, 1966.

Hon. R. SARGENT SHRIVER,
Director, Office of Economic Opportunity,
Washington, D.C.

DEAR MR. SHRIVER: This is in regard to my letter of June 14, asking several questions about the administration of "Catch-up" programs, and your interim reply advising me that my inquiry had been referred to Mr. Woolner in the Regional Office.

It now appears that H.R. 15111 will be before the House next week. It would be extremely helpful to me, in my evaluation of this bill, to have before me specific replies to my questions of June 14, and I would appreciate your cooperating in making this information available to me before next Wednesday.

With best wishes.

Sincerely,

CHARLES MCC. MATHIAS, JR.

EXECUTIVE OFFICE OF THE PRESIDENT,
OFFICE OF ECONOMIC OPPORTUNITY, MID-ATLANTIC REGIONAL OFFICE,
Washington, D.C., July 20, 1966.

Hon. CHARLES MCC. MATHIAS, JR.,
House of Representatives,
Washington, D.C.

DEAR MR. MATHIAS: Sargent Shriver has asked Sid Woolner, our Acting Mid-Atlantic Regional Director, to give you a complete report on your recent letter regarding the Washington County Catch-Up program and other matters pertaining to educational programs in the State.

As you are no doubt aware, on June 23 we announced five grants to the state of Maryland. A grant of \$164,625 to Washington County for a summer Catch-Up program for 1,000 children, \$35,669 to Wicomico County, for 200 children of school age for a three-month remedial and enrichment program, \$76,555 to Dorchester County for 300 students for two summer education programs, \$101,750 to St. Mary's, Charles and Calvert Counties for 700 children for a two-month summer enrichment and remedial program, and \$12,012 to Kent County for 75 children for a six-week summer enrichment program.

No deadline was set for Operation Catch-Up applications because the complete state picture had to be fully considered in light of funds available. Only in this manner could we try to solve these funding problems on an equitable basis.

There was certainly an unanticipated demand for educational programs not only in Maryland but throughout the country, and it is our hope that you and other members of the Congress will be willing to grant us additional funds so that these needs may be

met and that we may be able to realistically provide for the needs of each community and provide for these needs with equitable time schedules.

Your continued interest in our programs that benefit your people is most appreciated. With every good wish.

Sincerely,

FRED A. FORBES,
Public Affairs Officer.

JULY 25, 1966.

Mr. FRED A. FORBES,
Public Affairs Officer, Mid-Atlantic Regional Office, Office of Economic Opportunity, Washington, D.C.

DEAR MR. FORBES: Mr. Emerson has told me of his conversation with you today, and of your willingness to help provide complete responses to my June 14 letter to Mr. Shriver.

My inquiries did begin after O.E.O. had advised Washington County officials in mid-June that funding of the County's Catch-up program would be indefinitely delayed. Of course this particular program, and others in the State, have since been funded at levels averaging two-thirds of the initial requests. But this fact does not lessen my interest in learning more about the general administrative procedures through which local officials have been subjected to so much delay, confusion and uncertainty.

My letter of June 14 included four categories of questions and six recommendations for future action. Although my most immediate acquaintance with the program is in Maryland, I am concerned about its operations and effectiveness nationwide. Thus my questions and suggestions were stated in general terms, and my letter was addressed to Mr. Shriver as the official ultimately responsible for the nationwide administration of O.E.O.

Rather than restating the questions in my June 14 letter, I am enclosing a copy of it. In reviewing it and your reply of July 20, I am disappointed to find that your comments are not at all responsive to my second, third, and fourth questions, dealing respectively with guidelines for distribution of funds among the States; diversion of Title II funds from Catch-up to year-round Community Action programs; and pre-planning for summer programs generally. In fact, by agreeing that "there was certainly an unanticipated demand for educational programs," you have reemphasized the apparent lack of foresight which initially prompted my inquiries.

In answer to my first question, about the absence of guidelines for submission of Catch-up applications, you have replied that "no deadline was set for Operation Catch-up applications because the complete state picture had to be fully considered in light of funds available." I hope you will tell me how it might be possible to determine, much less evaluate, the "complete state picture" before all applications for funds have been received, and why deadlines would not help to bring this picture into timely focus.

Concerning the six recommendations which I offered, you have responded to only one, the one concerned with making more money available. I would deeply appreciate your comments, or those of Mr. Woolner or Mr. Shriver, on the five additional suggestions, so that I might have more assurance that administrative reforms will be made, and that funds authorized in the future will be allocated prudently, equitably, and far more systematically.

I appreciate your cooperation, and will await your response.

Sincerely,

CHARLES MCC. MATHIAS, JR.

EXECUTIVE OFFICE OF THE PRESIDENT,
OFFICE OF ECONOMIC OPPORTUNITY, MID-ATLANTIC REGIONAL OFFICE,

Washington, D.C., August 2, 1966.

Hon. CHARLES MCC. MATHIAS, JR.,
House of Representatives,
Washington, D.C.

DEAR MR. MATHIAS: This is in further answer to your letter of July 25 regarding correspondence of June 14. There apparently has been some misunderstanding on the part of the community action agencies regarding OEO policies, and I will attempt to answer those questions which you feel are still open.

Question two relates to funding guidelines. The guidelines which were issued to all applicants were not intended to represent allocations; they were guides to indicate the amount of funds that could be made available to grantees. All CAP's were advised that applications for funding during fiscal 1966 would have to be received by April 30 in order to be considered. No commitment was made to fund all programs received by that date.

In answer to question three, the limitation of funds at the end of the fiscal year was occasioned by the very sizable demand throughout the country plus cost increases for summer Head Start that exceeded our expectations. These increases were largely in the area of medical and dental care. We have as a matter of policy placed the continued financing of established programs at the top of our priorities. This judgment is based on a decision that it is more important to conduct activities already established than to support new programs and/or intermittent programs. Our national office is now reviewing total demands for Title II funds in order to determine whether or not it will be necessary to cut back any programs now funded.

Your fourth question deals with the timing of grant announcements. In making grant approvals, largely in the order of receipts, we have attempted to follow generally a first come, first serve procedure. There actually is an alternate source of funding the summer CAG programs, mainly by the Elementary and Secondary Education Act. In view of this, we felt that there was justification in funding certain programs for which no alternate source was available. It is our hope that with more experience in the handling of grant applications we can set earlier deadlines and avoid last minute approvals which are just as undesirable for OEO as they are for the grantee. For instance, we are considering a December deadline for summer programs in order to avoid the circumstances about which we are all concerned.

We are certainly in general agreement with your six recommendations with these modifications:

1. The question of adequate funds for community action programs is one which is now awaiting action by the Congress. Whether or not 1967 funds will be adequate will depend on our final appropriation.

2. As indicated in the foregoing, there is an alternate Federal source of funds for summer programs and we are encouraging local school boards to review this issue carefully. As a result of such reviews, several boards decided last spring to use money from the Elementary and Secondary Education Act rather than OEO funds.

3. Allocations for separate types of programs are burdensome and lead to considerable confusion on the part of the local communities. We believe that earlier deadlines will meet this issue in better fashion than the development of allocations by types of programs.

4. Our Central Office is now reviewing a proposal that would restrict all CAP agencies operating below guideline to hold their guideline figure until there is further clarification of our funding situation.

5. We are now approaching the end of our second year and projections based on our past experience are now considerably more realistic so that we can expect to project our demands in a more realistic fashion.

Sincerely,

FRED A. FORBES,
Public Affairs Officer.

The CHAIRMAN. The Clerk will read. The Clerk read as follows:

Page 1, line 5:

"AUTHORIZATION OF APPROPRIATIONS

"SEC. 2. For purposes of carrying out the Economic Opportunity Act of 1964 (other than part C of title I thereof) there is hereby authorized to be appropriated for the fiscal year ending June 30, 1967, the sum of—

- "(1) \$696,000,000 for carrying out title I,
- "(2) \$832,000,000 for carrying out title II,
- "(3) \$57,000,000 for carrying out title III,
- "(4) \$119,000,000 for carrying out title V,
- "(5) \$15,000,000 for carrying out title VI,
- "(6) \$31,000,000 for carrying out title VIII."

AMENDMENT OFFERED BY MR. GOODELL

Mr. GOODELL. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. GOODELL: Beginning with line 10 on page 1, strike out everything down through line 5 on page 2 and insert in lieu thereof the following:

- "(1) \$395,000,000 for carrying out title I,
- "(2) \$744,000,000 for carrying out title II,
- "(3) \$55,000,000 for carrying out title III,
- "(4) \$12,000,000 for carrying out title IV,
- "(5) \$200,000,000 for carrying out title V,
- "(6) \$10,000,000 for carrying out title VI,
- "(7) \$25,000,000 for carrying out title VIII."

(Mr. GOODELL asked and was given permission to revise and extend his remarks.)

Mr. GOODELL. Mr. Chairman, unfortunately, in the way the bill as it comes before the Committee is cast, we start right out with six major authorizations for each title. This requires us to do things backward. Assuming there might be changes in certain of these titles, the details of the titles, it could well have ramifications with reference to the amount of the authorization. Since we are faced with this necessity, I am offering my amendment now as a substitute for section 2.

The figure that is in the bill is \$696 million for title I, the Job Corps and Neighborhood Youth Corps. My amendment would provide \$395 million.

The committee bill would provide \$832 million total for all the earmarked programs and the unearmarked community action. My bill would provide \$744 million for completely unearmarked programs and, in addition to those, Headstart would be funded at about \$640 million.

The committee bill provides \$57 million for title III. My amendment provides \$55 million.

Title IV. There is \$12 million in my bill. This is the small business section, and there is no money in the committee bill for this section. It is our feeling that specific money should be authorized, and this is accomplished in the opportunity crusade.

Title V. The work experience program. When the time comes we will offer an amendment to the committee bill. The work experience program is now delegated to the Department of HEW and administered through our States and our welfare people. We feel they are doing a reasonably effective job. They do thereby coordinate a variety of programs.

The purpose of title V is to get the people off of welfare and to work, to be breadwinners.

The committee bill would suddenly and wrenchingly, I might say, transfer title V from Health, Education, and Welfare over to the Labor Department. Our bill would retain the program in HEW and in addition would increase money in title V to \$200 million from \$119 million.

In titles VI and VII, there is relatively little difference. The authorization changes that I am offering here en bloc would total \$1.4 billion, a little bit over that, as compared to \$1.75 billion in the committee bill. The authorizations I offer would, in other words, cut a little more than \$300 million from the present committee bill, and would reallocate the money into different sections and different titles with a different emphasis as I have indicated.

I urge the support of my colleagues for these amendments.

Mr. ANDERSON of Illinois. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman from Illinois.

Mr. ANDERSON of Illinois. Mr. Chairman, I have a question on that portion of the amendment with reference to title I, the Job Corps. As I understand it, the majority is going to offer an amendment which would limit enrollment to 35,000 by June 30 of next year. What would the effect of the gentleman's amendment be with respect to any enrollment limitation?

Mr. GOODELL. As a part of my amendment to the Job Corps section, that will come later, I would limit expenditures for the Job Corps enrollees to \$5,000 apiece per year. This particular amendment would have no direct impact on any limitation that occurs either in the bill or subsequently by amendment.

The provisions of the bill limit the Job Corps to 45,000 enrollees. If a subsequent amendment is offered to reduce that, presumably the reduced amount I am offering for the Job Corps would also be a ceiling on the number of enrollees. That would even be below the number they would offer specifically in an amendment.

It is our feeling that the Job Corps is much too expensive, that it is wastefully administered, and that a cost of approximately \$9,000 per enrollee is way out of line.

Mr. O'HARA of Michigan. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, the gentleman from New York made some mention of Headstart. Which of the amounts suggested as amendment by the gentleman from New York would cover the Headstart program?

Mr. GOODELL. As perhaps the gen-

tleman is aware, there are proposals to put Headstart under the Office of Education. Since we cannot amend the Elementary and Secondary Education Act, the Headstart funds would come out of title I of the Elementary and Secondary Education Act, and there would be no funds in this. I would offer them normally in this bill, but if we are going to put it over to the Office of Education, we cannot do that.

Mr. O'HARA of Michigan. As I understand it, there are no funds for Headstart authorized in the Elementary and Secondary Education Act?

Mr. GOODELL. That is not correct. A good portion of Headstart—I believe in New York City, some two-thirds of Headstart—is funded by the Office of Education. They are authorized, and they can do that, and Headstart is eligible under title I.

This is one of the problems we have had under the program. It is eligible under title II of the Economic Opportunity Act and also under title I of the Education Act.

Mr. O'HARA of Michigan. Does the gentleman say his amendment would save some \$300 million? Because the gentleman's amendment proposes to authorize zero for Headstart, he is making a \$352 million reduction in the funds for Headstart. Under the gentleman's amendment the entire saving is coming out of Operation Headstart.

Mr. GOODELL. Not at all. We are increasing funds for community action, and increasing funds for Headstart under this transfer to the Office of Education. We are cutting some funds from the Neighborhood Youth Corps in order to set up this new industry Youth Corps in which two-thirds of the cost of the enrollees would be borne by the employing industries, and one-third by the Government.

We do have less money, but we are able to get more enrollees by this device.

Mr. O'HARA of Michigan. The difference between the gentleman's proposal and these proposals is that the gentleman puts a little more money in some things and less in others. The principal observable difference is that the committee bill provides specifically for earmarking \$352 million for Headstart and the gentleman earmarks nothing for Headstart.

Mrs. MINK. Mr. Chairman, will the gentleman yield?

Mr. O'HARA of Michigan. I yield to the gentlewoman from Hawaii.

Mrs. MINK. I should also like to direct a question to the gentleman from New York, if he will agree to respond.

It is my observation that in the amendment the gentleman has just proposed the principal area to be deleted is the \$300 million of the Headstart program.

I believe if we read this amendment carefully which the gentleman has proposed, recalling the arguments the gentleman was making in the past 2 hours with reference to the substitute bill, it is clearly evident that the only program which is in fact to be eliminated and cut out is the Headstart program, which the

gentleman himself has hailed as one of the significant achievements of the poverty program.

I would appreciate having the gentleman's comments.

Mr. GOODELL. I not only favor the Headstart program, but I proposed a Headstart program as early as 1961. I want to see Headstart go forward.

I do not want to see it continue as a two-headed monster. I want this to go under the Office of Education.

If we could put the money specifically in here, that would be fine. Our proposal, the opportunity crusade, would give priority for Headstart under title I of the education bill, under the education law. This would mean that any applications which were eligible would qualify for Headstart and would be funded first under the Elementary and Secondary Education Act, title I.

This would give it ample funding. It would go under a central office in Washington, where they could allocate the money needed across the country. The school districts would know how much was going to come in. It would go to the State educational agency. From there it would go to the local community action board. The board could contract with private schools.

The CHAIRMAN. The time of the gentleman from Michigan has expired.

(On request of Mr. SCHEUER, and by unanimous consent, Mr. O'HARA of Michigan was allowed to proceed for 1 additional minute.)

Mr. O'HARA of Michigan. The Elementary and Secondary Education Act extension and amendments are out of the committee and out of the Rules Committee. Does the gentleman propose to add \$352 million for Headstart to the authorization in that bill when it comes up, if he manages to take the \$352 million for Headstart out of this bill?

Mr. QUIE. Mr. Chairman, if the gentleman will yield, I will tell him what we intend.

It is more than \$350 million. What we want to do is to provide enough money in title I of the Elementary and Secondary School Act to take care of all requests for pre-school programs. Three hundred and fifty million dollars will take care of perhaps a little more than half the requests we know about now.

What we would recommend, within the budget of the President, is enough money earmarked both out of title I money already authorized and the money we would take out of here.

The CHAIRMAN. The time of the gentleman from Michigan has again expired.

Mr. QUIE. Mr. Chairman, I move to strike the requisite number of words.

I rise in support of the amendment offered by the gentleman from New York [Mr. GOODELL].

Mr. Chairman, the reason why the only Economic Opportunity Act program which appears to be deleted from this amendment is the project Headstart is that this is the only one we are going to put under a program like title I of the Elementary and Secondary School Act.

The two programs of the Job Corps, which we call skill centers, and the conservation centers in the Opportunity Crusade Act, we plan to put in the Department of Labor. We do not have to amend an existing act in order to do it.

The same is true with respect to the military centers, and the same with respect to the Industry Youth Corps.

But with respect to project Headstart, the only way we can accomplish this is to amend an existing act, which is the Elementary and Secondary School Act and not germane to this act.

If the bill had come up first, I might say to the gentleman from Michigan, the Elementary and Secondary School Act, we would have been attempting to amend that. We find that the Elementary and Secondary School Act is not scheduled for action until next week. So we will be prepared to take that action next week.

Mrs. MINK. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I will be glad to yield to the gentlewoman from Hawaii.

Mrs. MINK. I wonder about the point that both you and the gentleman from New York raise, that you are reticent and hesitant to offer an amendment with respect to Public Law 89-10, or Public Law 874 which was the original act which incorporated the new Elementary and Secondary Education Act, and for that reason you did not offer to amend this law and did not make provision for specific appropriations for the Headstart program. I wonder if in the bill we were discussing for several hours this afternoon, which is the minority bill, H.R. 16307, on page 56, under the preschool title IV portion of your program, is there not an amendment to Public Law 874. I question whether this is really an omission which has been made by your side—and a deliberate omission—to cut out completely the Headstart program and \$352 million which we on this side advocated in our bill. I notice also that your Republican Party poverty memo dated July 19, which was inserted in the Record yesterday contains a promise that you will double the funds for the Headstart program. Yet when you delineate your program on the last sheet of your memorandum there is in fact a dotted line indicating zero funds for the Headstart program. Judged by this memorandum if there is any underlying reason for this amendment which defeats the program we have cutting it by \$300 million, it must be to effect a savings by deleting the Headstart program.

Mr. QUIE. I will be glad to answer the gentlewoman from Hawaii. I find nothing on page 56 which is an amendment to the Elementary and Secondary School Act. The reason why we have to do it, as the gentlewoman knows, is that it would not be germane and a point of order would be raised against it. So, when we drafted the bill, we had to make it conform. The substitute, H.R. 16307, was a later bill than the original one we introduced at the beginning of the year. We had to make it conform. So for that reason I can tell the gentlewoman we did it. It was only for the reason that it

would be ruled out of order from the standpoint of germaneness that we had to take that approach.

Mr. BRADEMAS. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentleman.

Mr. BRADEMAS. I am not sure I understand the gentleman's position. Is the gentleman making the commitment that when we vote on the Elementary and Secondary Education Act next week he is going to offer an amendment to increase the authorization for Project Headstart programs, and an amendment to title I which would specifically earmark an additional \$300 million or whatever the figure is that he suggests, for the Headstart programs?

Mr. QUIE. Of course, if the gentleman from Indiana will join with me on transferring Project Headstart to the Office of Education to be administered under title I, I would be glad to offer that amendment.

Mr. BRADEMAS. I would be completely unwilling to do that.

Mr. QUIE. Then you say you are unwilling to accept my amendment.

Mr. BRADEMAS. Is that the only condition under which the gentleman wants to indicate his support for Project Headstart programs?

Mr. QUIE. No.

Mr. BRADEMAS. Is the gentleman suggesting he will oppose—

Mr. QUIE. What I am saying is, if your colleagues will not join with you but rather will join with me, I will be glad to do it, but what we must do here is transfer Project Headstart to the Office of Education, and then I would be glad to see that we provide sufficient money for that under title I of the Elementary and Secondary Act. There is no need if Headstart is not transferred to the Office of Education. But I might say that I am disturbed that more of title I of the Elementary and Secondary School Act is not used for preschool programs.

The CHAIRMAN. The time of the gentleman has expired.

Mr. POWELL. Mr. Chairman, I would like to get a consensus as to how many are seeking recognition.

Mr. QUIE. Mr. Chairman, will the gentleman yield?

Mr. POWELL. Yes, sir.

Mr. QUIE. I do not believe anyone is seeking recognition on our side of the aisle on this amendment, so if you want to close off debate, it is all right with us.

Mr. POWELL. Mr. Chairman, I ask unanimous consent for the immediate consideration of the amendment.

The CHAIRMAN. Is there objection to the request of the gentleman from New York?

There was no objection.

The CHAIRMAN. The question is on the amendment offered by the gentleman from New York [Mr. GOODELL].

The question was taken; and on a division (demanded by Mr. GOODELL) there were—ayes 34, noes 70.

So the amendment was rejected.

The CHAIRMAN. The Clerk will read.

The Clerk read as follows:

TITLE I—AMENDMENTS TO TITLE I OF THE ACT

Job Corps—Studies To Be Property of United States

SEC. 101. Section 103(a) of the Economic Opportunity Act of 1964 (hereinafter referred to as "the Act") is amended by inserting before the semicolon at the end thereof the following: "Provided, That such agreements shall provide that all studies, evaluations, proposals, and data produced or developed with Federal funds in the course of the operation of any conservation camp or training center shall become the property of the United States".

Job Corps—High School Equivalency Certificates

SEC. 102. Section 103(b) of the Act is amended by inserting before the semicolon at the end thereof the following: "Provided, That such arrangements for education and training of enrollees in the Corps shall, to the extent feasible, provide opportunities, for qualified enrollees to obtain education or training necessary to qualify them for the equivalent of a certificate of graduation from high school".

Job Corps—Number of Women in the Corps

SEC. 103. Section 104 of the Act is amended by adding at the end thereof the following new subsection:

"(e) The Director shall take such action as may be necessary to insure that, on or before July 1, 1967, the number of women in residence, and receiving training, at Job Corps conservation camps and training centers is at least 10,000."

Job Corps—Maximum Capacity of Job Corps Camps and Centers

SEC. 104. Section 104 of the Act is amended by adding at the end thereof (after the subsection added by section 103) the following:

"(f) The Director shall not use any funds made available to carry out this part for the fiscal year ending June 30, 1967, in such a manner as to increase the capacity of conservation camps and training centers of the Job Corps above the capacity of 45,000 enrollees in such camps and centers."

Job Corps—Application of Federal Employees' Compensation Act

SEC. 105. Section 106(c) (2) (B) of the Act is amended by striking out "\$150, except that with respect to compensation of disability accruing after the individual concerned reaches the age of twenty-one, such monthly pay shall be deemed to be".

Job Corps—Pilot Project on Day Schools

SEC. 106. Part A of title I of the Act is amended by adding at the end thereof the following new section:

"Special Pilot Project

"SEC. 111. The Director shall carry out a pilot project at a Job Corps training center which shall be designed to appraise the feasibility of conducting a training center both as a residential center and as a vocational school for day students. In conducting such project the Director may waive any of the preceding provisions of this part insofar as they would apply to such day students. The Director shall make a report to the Congress on or before March 1, 1968, of the information derived by him from such pilot project."

Work Training Programs—Revision of the Program

SEC. 107. (a) Sections 111, 112, and 113 of Part B of title I of the Act are amended to read as follows:

"Neighborhood Youth Corps

"SEC. 112. (a) The Director shall formulate and carry out—

"(1) programs to provide part-time employment, on-the-job training, and useful work experience for students from low-income families who are in the ninth through

twelfth grades of school (or are of an age equivalent to that of students in such grades) who are in need of the earnings to permit them to resume or maintain attendance in school, and

"(2) programs to provide unemployed individuals useful work experience and on-the-job training, combined where needed with educational and training assistance, including basic literary and occupational training designed to assist the individuals to develop their maximum occupational potential. Participation shall be limited to individuals aged sixteen through twenty-one years.

"(b) In determining for purposes of paragraph (1) of subsection (a) whether a student is from a low-income family, the Director shall consider a student to be from such a family if the family receives cash welfare payments.

"Financial Assistance

"SEC. 113. (a) The Director is authorized to enter into agreements providing for the payment by him of part or all of the cost of a program submitted under section 112 if he determines, in accordance with such regulations as he may prescribe, that—

"(1) enrollees (except those engaged in on-the-job training) will be employed either (A) on publicly owned and operated facilities or projects, or (B) on local projects sponsored by private nonprofit organizations;

"(2) no enrollees will be employed on projects involving political parties, or the construction, operation, or maintenance of so much of any facility as is used or to be used for sectarian instruction or as a place for religious worship;

"(3) the program will not result in the displacement of employed workers or impair existing contracts for services; and

"(4) the rates of pay for time spent in work, training or education and other conditions of employment will be appropriate and reasonable in the light of such factors as the type of work performed, geographical region, and proficiency of the employee.

"(b) In approving on-the-job training projects, the Director is authorized to enter into agreements with other than public or private nonprofit organizations to pay reasonable training costs but not wages paid to enrollees for services performed.

"(c) In approving projects under this part, the Director shall give priority to projects with high training potential and high potential for contributing to the upward mobility of the trainee."

(b) Section 114(a) of the Act is amended by striking out "who have attained age sixteen but have not attained age twenty-two,".

(c) Section 115 of such Act is amended by striking out "paid for the period ending three years after the date of enactment of this Act" and by striking out "and such assistance paid for periods thereafter shall not exceed 50 per centum of such costs,".

TITLE I PROGRAMS—DURATION; LIMITATION ON USE OF FUNDS

SEC. 110. Part D of title I of the Act is amended to read as follows:

"Part D—Duration of program

"SEC. 131. (a) The Director shall carry out the programs for which he is responsible under this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law.

"(b) Of the funds appropriated to carry out this title for any fiscal year, not less than \$496,000,000 shall be available only for carrying out part B thereof."

Mr. POWELL (during reading of title I). Mr. Chairman, I ask unanimous consent that further reading of this title be dispensed with and that title I be open to amendment at any point.

The CHAIRMAN. Is there objection to the request of the gentleman from New York?

Mr. GOODELL. Mr. Chairman, reserving the right to object, the chairman has indicated earlier that he would be liberal with reference to the opportunity to offer amendments and in not cutting off time for debate on the various amendments which are pending.

Mr. Chairman, we were disappointed at the developments on the substitute and with the arrangements with the chairman, that we would have today ample time to present our amendments.

Mr. Chairman, we do not expect to talk at great length on the individual amendments. And, certainly, there is no attempt to filibuster on this question.

Mr. POWELL. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. Yes, I yield to the gentleman from New York.

Mr. POWELL. Mr. Chairman, in a colloquy which I had previously with the gentleman from New York [Mr. GOODELL], the gentleman indicated that some of his amendments would be offered en masse.

Mr. GOODELL. There are some of the amendments designed to make four or five substantive changes, en bloc; yes. But we were trying to confine them to matters that focus upon a specific program or issue.

Mr. POWELL. Mr. Chairman, if the gentleman will yield further, on this side, I can give my personal word, although I cannot commit the other members of the committee, that we shall proceed as indicated, since there is no intention on the part of the other side to filibuster the issue.

The CHAIRMAN. The request is that title I be considered as read and open for amendment at any point.

Is there objection to the request of the gentleman from New York?

There was no objection.

AMENDMENT OFFERED BY MRS. GREEN OF OREGON

Mrs. GREEN of Oregon. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mrs. GREEN of Oregon: On page 2 on line 23 before the quotation mark insert the following: "Provided further, That in arranging for the education and training of enrollees in the Corps, to the maximum extent feasible, enrollees shall be assigned to training centers or conservation camps near their homes".

Mrs. GREEN of Oregon. Mr. Chairman, I shall not take the full 5 minutes. I have not spoken in the preceding few days upon this particular legislation. I believe there are many excellent parts of this program in the War on Poverty.

Also, Mr. Chairman, I believe that there are portions or parts of the legislation where Congress has erred in not being more specific—has failed to tighten the reins to the extent that we should.

Mr. Chairman, the purpose of this amendment, if adopted, would simply be to say to the Office of Economic Opportunity that those who are to be enrolled in the conservation camps and urban centers would not be transported across the continent.

Mr. Chairman, it seems to me to represent a regrettable waste of funds and unwise planning for us to transport boys and girls from New York to Oregon or from California to Florida or from Louisiana to California or Oregon.

It is apparent that one of the most controversial matters we have in this country today is the busing within a city, and it seems to me we have gone on a "national busing binge." We have not paid any attention to placing youngsters in centers or camps in their geographical areas which could be done under this program.

The educational philosophy or logic for transporting young people from the east coast to the west coast—or west coast to the east coast absolutely escapes me and I suggest it cannot be justified either on the basis of program benefits or cost.

This amendment gives a directive by the Congress to the Office of Economic Opportunity. It would be a directive saying that we want this national busing business stopped, if they can find places that are closer to the homes of the youngsters that will serve the purpose.

Accordingly, when I use the words in my amendment, "to the maximum extent feasible," I want it to be interpreted exactly that way—to the maximum extent feasible. I would hope the House would accept the amendment and I would hope that the Office of Economic Opportunity would take this in the spirit in which it is offered, and violate neither the spirit nor the intent of the law—so that later we would not be forced to put in an actual mileage limitation.

Mr. POWELL. Mr. Chairman, will the gentlewoman yield?

Mrs. GREEN of Oregon. I yield to the gentleman.

Mr. POWELL. Mr. Chairman, we are very happy to accept this amendment on this side of the aisle.

[Mr. QUIE addressed the Committee. His remarks will appear hereafter in the Appendix.]

The CHAIRMAN. The question is on the amendment offered by the gentlewoman from Oregon [Mrs. GREEN].

The amendment was agreed to.

AMENDMENT OFFERED BY MRS. GREEN OF OREGON

Mrs. GREEN of Oregon. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mrs. GREEN of Oregon: On page 4, strike out lines 3 through 15 and insert in lieu thereof the following:

"JOB CORPS—EXPERIMENTAL AND DEMONSTRATION PROJECTS

"SEC. 106. Part A of title I of the Act is amended by adding at the end thereof the following new section:

"EXPERIMENTAL AND DEMONSTRATION PROJECTS

"SEC. 111. The Director shall arrange for, through grants or contracts, the carrying out of not to exceed experimental and demonstration projects providing vocational education and training and youth employment on a combined residential and non-residential basis in communities selected by him. Such projects may involve the use of resources or authority under both this part and part B of this title, and the Director is

authorized to waive any provision of such parts which he finds would prevent the carrying out of elements of such projects essential to a determination and demonstration of their feasibility and usefulness. The Director shall report to the Congress a full description of actions taken and progress made under this section no later than March 1, 1969."

Mrs. GREEN of Oregon. Mr. Chairman, as I indicated a moment ago, it seems to me that there are many parts of this legislation at which we need to take a very close look. I would certainly take this moment to pay my respects to the gentleman from Florida [Mr. GIBBONS] for the manner in which he has proceeded this year and in the attempts that have been made to make major changes which I think will strengthen the entire program.

However, there are other parts of the program, we ought to follow very closely. I think there are parts of this program that cannot be defended from an educational standpoint. I find myself in sympathy with those people who are critical of the Headstart program being under the Poverty Office and yet other educational programs being under the Office of Education.

The Job Corps is a program designed for dropouts, a program designed to prevent dropouts. I do not know how Members of the House can go home to their districts and defend the outrageous costs of the Jobs Corps program when we had members of the administration before our committee who finally admitted that the average cost per enrollee in the boys' Job Corps was \$9,100 per year for just operating expenses, with no capital outlay included in the figure. The average cost for girls was \$8,400 per girl in 1965 with no capital outlay included. In one Job Corps center, operating costs per year per enrollee were \$13,000 for 1965.

Outside of the outrageous costs for the Job Corps program, the additional tragedy is we are reaching so very few who need help. Statistics show that there are about 5 million dropouts in this country. I have used the figure of 500,000 girls who are eligible for the girls' Job Corps and 500,000 boys for the boys' Job Corps program, both by age and by economic circumstances. And yet as of the time we were considering this legislation in April in committee, there were only 1,600 girls and some 18,000 boys in the program. This is an infinitesimal number compared with the problem that faces us as a nation if we are really serious about doing something for these youngsters who need help.

Therefore, I am offering this amendment today to suggest to the House that we are obliged to find alternative methods so that we can reach a much larger number of young people at a cost that is reasonable and in line with other possible programs. Therefore this amendment offers an alternative to the Job Corps program. We provide the alternative of residential and day centers that would be combined in a particular area. If we would try to strengthen vocational educational programs, and perhaps strengthen apprenticeship programs in this way, we could more nearly meet the problems that face us.

In the final analysis, it is my judgment that we will never meet the problem of dropouts, or the prevention of dropouts, until we are willing to strengthen the vocational educational programs in our public high schools and junior highs. I get very discouraged when I hear constant criticism of our public schools—that they are not doing the kind of job that they ought to be doing, and yet we have never really given them the same chance.

I suggest that if we gave to the public school systems one-tenth of the amount that we are spending on the Job Corps for every youngster who is in public schools, they would be able to do the job much better, and we would turn out fewer applicants for the Job Corps. Let us not starve the schools, siphon off badly needed personnel, and then say they have failed, so we shall set up a Federal structure at whatever cost.

So this amendment states that we will have four experimental and demonstration projects combining vocational educational training and work-study combined in a residential and day-center setting. For many, the special programs at the day center will be sufficient; for those who need a change in home environment, the residential program will be provided. In this way, I think that we can reach more people at a much more out of 20, we might help at least 10 out reasonable cost. Instead of reaching 1 of 20 for the same expenditures.

Mr. GIBBONS. Mr. Chairman, I move to strike the last word.

Mr. Chairman, I shall not use all my time. I merely take this time to accept the very fine amendment that the gentlewoman from Oregon has submitted. I believe it is a constructive step. It is one we have discussed many times.

We all know we have a tough job ahead of us here. We took some steps in this piece of legislation we have before us to try to cut down the cost and to try to reexamine the Job Corps. The gentlewoman's amendment is perfectly acceptable to us. I hope it is acceptable to the minority side.

Mr. GOODELL. Mr. Chairman, I move to strike the requisite number of words.

Mr. Chairman, I believe the amendment offered by the gentlewoman from Oregon has merit. I might explain my concern that this amendment, although it was discussed in our committee, was not actually incorporated in the committee bill at that time. I am very anxious to establish here a general approach of the Committee of the Whole that we will accept amendments, that we will amend this legislation as it has come from the committee, because I believe the deliberations in the committee were not adequate, and there are many other changes which are necessary.

The gentlewoman from Oregon indicated a number of problems with the Job Corps. I agree with her comments. She knows, and she was very kind and cooperative with reference to the Juvenile Delinquency and the Vocational Education Act when we tried to establish experimental schools for the District of Columbia in 1961 and 1962. She ac-

cepted my amendment at that time. We finally got it authorized, but we never got any funding on this.

Then we embarked on this massive Job Corps program in 1964, as a part of the poverty program. It would have been much better to take the step I was urging before the war on poverty, with the gentlewoman from Oregon joining me, to have some experimental camps.

This ties in very much with the amendment of the gentlewoman from Oregon. I would ask the gentlewoman from Oregon if she anticipates there would be any increased authorization necessary to meet the costs of these combined residential and nonresidential camps?

Mrs. GREEN of Oregon. No. I have not proposed that there be any increases in the cost. It seems to me savings can be made in various parts of the program that will adequately finance these four experimental programs. I would suggest savings from other places be applied on this.

Mr. GOODELL. Mr. Chairman, I thank the gentlewoman from Oregon.

I agree wholeheartedly that savings can be made in the present appropriations sufficient to provide not only for these four residential and nonresidential experimental schools, but for a number of other programs.

I would also like to mention that the gentlewoman confirmed, as her testimony indicated, a cost of \$9,100 per enrollee per year for the Job Corps. The testimony we had in vocational education was that area schools showed an average cost of \$2,600 per year, operating on very much the same basis, taking very much the same kinds of youngsters.

Of course, they did not take them from one area of the country and transport them across the country to another area. They do not transport them 90 miles, as they did in Wisconsin, by a circuitous route, by air, and overnight, and at a hotel, when a free ride was available. They did not transport youngsters, who might get into trouble with the law, back and forth three times from Breckenridge, to Montana. There have been a variety of these things documented as excesses in the Job Corps program.

Nonetheless, many of these Job Corps camps have dropouts who have moved to the vocational education schools, the area residence schools, and have emerged from those area residence vocational schools to get jobs. We are talking about vocational schools who have been taking not the cream of the crop. They are taking in some instances the Job Corps dropouts and rejects and, at a cost of \$2,600 a year, training them and getting them jobs, which the Jobs Corps did not do.

The CHAIRMAN. The question is on the amendment offered by the gentlewoman from Oregon [Mrs. GREEN].

The amendment was agreed to.

AMENDMENT OFFERED BY MR. GURNEY

Mr. GURNEY. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. GURNEY: On page 3, after line 18, insert the following:

"JOB CORPS—CRIMINAL CONDUCT BY ENROLLEES

"Sec. 105. Section 104 of the Act is amended by adding at the end thereof (after the subsection added by section 104) the following:

"(g) In the case of Job Corps enrollees charged with violation of State criminal statutes, the Job Corps shall provide the cost of attorney and other legal services only in circumstances where provision for such representation of indigent defendants is not provided under applicable State law."

And renumber the sections which follow accordingly.

(Mr. GURNEY asked and was given permission to revise and extend his remarks.)

Mr. GURNEY. Mr. Chairman, the amendment speaks for itself. What it really says is that legal services shall be provided only when local State law does not provide them. Or, to put it another way, if the local legal situation is such that there is a public defender provided then we will not spend Job Corps money, poverty war money, to defend a Job Corps enrollee who gets into trouble.

Actually, I should think that this would lie within the purview of the argument made by the gentlewoman from Oregon, that this is an area in which we ought to clean up and improve the act a little bit. It will not do anything about not providing legal representation for Job Corps enrollees who get into trouble. If the State does not provide it, then the Federal Government will provide it under the poverty war program, as it does now.

All this seeks to do is to avoid duplication.

Of course, we have seen many instances in which Job Corps enrollees have gotten into serious trouble, so this is a problem as to the expenditure of money in this direction.

There was the case at Camp Breckenridge, for example, where a man was charged with shooting a policeman and wounding a woman in a bar. Here Job Corps officials put up a \$2,500 bond and paid for an attorney. Incidentally, this happened in August of last year and this particular case has not been brought to trial yet. I would say possibly the legal representation that we have provided so far under the act is not exactly the best we might provide.

There was the case of Mountain Home, in Idaho, which we all know about. That is the case where the Job Corps enrollee beat up another enrollee. This made nationwide headlines.

I should like to quote from the attorney general of Idaho, who had this to say about that case.

From my own personal standpoint, I must state that I am highly shocked and indignant at the use of Federal moneys to furnish legal counsel, bail, psychiatric evaluation and treatment, etc., to an accused, regardless of whether he be a Federal employee, State employee, or whatever.

He went on to say:

Our system of criminal justice in the State of Idaho, for many years has required the appointment of legal counsel for indigent defendants and the reports of our supreme court are replete with opinions stating that the failure to fully and fairly advise an accused of his right to legal counsel, and to

furnish such counsel, constitutes the deprivation of constitutional rights.

I know in my own State of Florida, in my own county, we have an adequate public defender system. That is true of other counties.

For example, I call attention of the House to the fact that last year we enacted on this floor a public defender bill applying to all the Federal system of jurisprudence. As a matter of fact, I have checked with the Judiciary Committee on that, and already we have actually furnished legal counsel in trial cases to more than 17,000 indigent defendants and several hundred in appellate courts as well.

So the only point I make here, Members of the House, is it seems to me that what we ought to do here is avoid duplication in this program. My amendment actually would simply place Job Corps enrollees in the same status as any other citizen charged with a crime. He would be expected to obtain counsel if he could. If he could not and if he were indigent, counsel would be appointed by the court, if the States furnished it, and, if not, the Federal Government, under the poverty war program, would furnish counsel. I would hope that the majority and the floor manager of the bill might accept this amendment. It seems to me it is reasonable and it would honestly and fairly improve the act which we have before us this year.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield for a question?

Mr. GURNEY. I yield to the gentleman from Michigan.

Mr. WILLIAM D. FORD. You made reference to the Mountain Home case there. Are you referring to the case of Paul D. Jones, a farmer by that name?

Mr. GURNEY. Yes. That is the one.

Mr. WILLIAM D. FORD. I wonder if I could ask the gentleman if he would mind if at this point in the Record we extended the facts concerning Mr. Jones and the disposition of his case?

Mr. GURNEY. No. I have no objection to that at all.

Mr. WILLIAM D. FORD. The additional question I have is, is the gentleman in the well familiar with the recent Supreme Court decisions that indicate a clear duty on the part of local officials to provide counsel in the case of criminal charges at all stages in the proceeding against the defendant?

Mr. GURNEY. I am not familiar with the case. However, I do not think it has any bearing on the amendment I offered, because it simply states—

The CHAIRMAN. The time of the gentleman has expired.

Mr. WILLIAM D. FORD. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, the amendment offered by the gentleman from Florida [Mr. GURNEY] would have the very immediate effect of transferring from the Federal Government to the local communities involved, whether they be a municipality whose ordinances have been violated or a State or county in the case of a more serious violation, the responsibility for

providing counsel at all steps of the proceeding resulting from the arrest or apprehension of a member of this Federal program in their jurisdiction.

What the amendment would do is saddle the responsibility of providing legal services to Job Corpsmen upon the community where centers are established. The corpsmen would not be there except for this local program and in my opinion, it is not fair to cast the burden of their legal defense upon the community. It is no more fair than requiring local hospitals to provide medical services for enrollees as if they were local welfare cases.

I would also like to point out that it is sometimes pretty important that cases involving enrollees be handled quickly and that the responsibility for handling them be pretty clearly fixed. With a local resident, it may be possible to have a case languish for weeks, or even months while a busy lawyer handles other things before getting into a case involving an indigent defendant. But this will not do for Job Corps enrollees.

Further, there are no law firms that handle these cases on a regular retainer basis. And case fees are set in accordance with the standards prescribed in the Federal Criminal Justice Act of 1964.

Mr. Chairman, I urge that the amendment be rejected.

Mr. GURNEY. Mr. Chairman, will the gentleman yield for a question?

Mr. WILLIAM D. FORD. Yes, I shall yield to the gentleman from Florida [Mr. GURNEY] as soon as I finish this statement.

Mr. Chairman, in the event that we do not provide counsel for a corpsman, then the duty clearly falls upon the community to provide that counsel. If we do provide the counsel, there is no such duty upon the part of the community.

Mr. GURNEY. Mr. Chairman, will the gentleman yield?

Mr. WILLIAM D. FORD. I yield to the gentleman from Florida.

Mr. GURNEY. Mr. Chairman, I would say to the gentleman in the well that if we are to accept his argument, this is going to throw a great burden upon the various communities.

Mr. WILLIAM D. FORD. I should like to correct the distinguished gentleman from Florida. I did not say this would necessarily throw a great burden upon the local community.

Mr. GURNEY. Well, Mr. Chairman, if the gentleman will yield further, the gentleman in the well, will he please tell me since my question to him—

Mr. WILLIAM D. FORD. I choose not to yield further if the gentleman is going to misquote me. I yielded to the gentleman from Florida for a question. That is what the gentleman asked.

Mr. GURNEY. Mr. Chairman, will the gentleman yield further?

Mr. WILLIAM D. FORD. I yield further to the gentleman from Florida for the purpose of a question.

Mr. GURNEY. Then, the question is this:

Is it the argument of the gentleman in the well that a great majority of the 2,000 enrollees in our job camps are going to get into trouble, trouble that re-

quires criminal prosecution? Otherwise, the gentleman's argument falls.

Mr. WILLIAM D. FORD. I understood the gentleman's question to be this:

The gentleman said that the great majority of the 2,000 enrollees will be in trouble?

Mr. GURNEY. Otherwise, there would not be a burden placed upon the local community.

Mr. WILLIAM D. FORD. The answer is borne out by the record, to the effect that the great majority of the enrollees will finish their program without getting into any trouble at all in the various local communities.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. WILLIAM D. FORD. I yield to the gentleman from New York.

Mr. GOODELL. I believe, just for the purposes of keeping the record clear—we should point out that all the amendment offered by the gentleman from Florida proposes to do is say that the Job Corps and the Federal Government will not provide counsel in the State courts and local courts, where there is a State or local procedure or law under which they would have counsel.

We have in many States this provision whereby counsel is provided, either through a public defender or through some other means. Under the State law and under the decisions of the courts of this land—Federal courts and the Supreme Court decision to which reference was made earlier—these are considered to be adequate. And, if that is the case, then the Federal Government would not bear the cost of having an attorney appear in behalf of the Job Corps enrollee in a State or local court. However, in the Federal court it does not matter because that is already provided for.

Mr. WILLIAM D. FORD. I understand the amendment, if adopted, to provide exactly that. That is precisely my point. However, in the absence of such a statute, we would provide the money, as I understand the gentleman.

Mr. GOODELL. That is correct.

Mr. WILLIAM D. FORD. In the State of Michigan, for example, where we do have a statute specifically spelling out the procedures to provide counsel, will the gentleman from New York explain to me why he feels that the State of Michigan ought to absorb the cost of defending this corpsman, providing the cost of all of these proceedings—the cost of appeal—when he is sent to the State of Michigan from the State of New York for the purpose of training?

Mr. GOODELL. Mr. Chairman, will the gentleman yield further?

Mr. WILLIAM D. FORD. I yield further to the gentleman from New York.

Mr. GOODELL. Mr. Chairman, under the gentleman's argument, any Federal employee in the State of Michigan should have Federal counsel provided by the Federal Government, even though he commits a crime that is a State matter.

In those circumstances, the State provides it and there is no question about it. It is a State situation.

The CHAIRMAN. The time of the gentleman from Michigan has expired.

Mr. GOODELL. Mr. Chairman, I rise in support of the amendment.

(Mr. GOODELL asked and was given permission to revise and extend his remarks.)

Mr. GOODELL. Mr. Chairman, the ramifications of our present procedure with reference to Job Corps enrollees, I believe, are not quite clear to all people.

Mr. Chairman, if we are going to get to the point where any person who has Federal connections, any Federal connections at all, will automatically have the Federal Government pay for his cost of counsel, then we have gone a long way.

Mr. Chairman, the theory on which the Federal court provides for a public defender, or funds with which to provide counsel, is that a Federal crime and Federal jurisdiction is involved.

Mr. Chairman, we have the responsibility in Federal courts, therefore, to provide the counsel under the Supreme Court's decision and other court decisions that preceded it.

Mr. Chairman, where one is involved in a State court or a local court, the responsibility falls upon those court jurisdictions to provide this kind of counsel. If they do not, then the gentleman's amendment, if adopted, would provide that the Federal Government would provide the counsel.

But certainly we do not want to go to the point where every person who has any Federal connection or a Federal job has the right to the Federal Government using the taxpayers' money to pay for counsel for him in a state or local court.

I urge the adoption of the amendment.

Mr. CRAMER. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman.

Mr. CRAMER. It seems to me the gentleman's amendment is wholly consistent with the action taken by this body last year in passing the Federal public defender law providing for necessary—when the court orders it—public defense by publicly paid defenders before the courts for Federal crimes.

Also encouraging the States to do so on the State level.

Now we encouraged the States to do this on a State level, to set up public defenders. We have them in many areas, as our hearings indicated. We have them in my district. We have them many places in the State of Florida.

How in the world can anybody justify duplicating this effort when you have somebody, as in the case of my district, and they are on the payroll fulltime and they are available to do the job, willing to do the job, and yet not giving them the opportunity. This is nothing but duplication.

I cannot imagine anybody opposing such a proposal after our voting the public defender bill out of the Committee on the Judiciary last year.

Mr. GOODELL. I thank the gentleman.

Mr. Chairman, I yield back the balance of my time.

Mr. O'HARA of Michigan. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, of course, the public defender statute to which the gentleman

from Florida refers applies only to Federal crimes involving persons charged in the Federal courts; is that not correct?

Mr. GURNEY. That is correct.

Mr. CRAMER. I will say to the gentleman, it is correct, it applies only to Federal crimes but it permits the State and local defenders to handle those cases in the Federal courts and encourages the States to set up such public defenders.

Mr. O'HARA of Michigan. That is correct.

In my practice of law before I came to the Congress I have represented indigent defendants and there was often a good of difference between the kind of representation that a defendant received through his own counsel and the kinds of representation that he frequently received through an appointed defender. The difference had nothing to do with the quality of the lawyers. Often it was the same lawyer in either case. But the time at which the lawyer entered the case was sometimes crucial.

We all are aware of the Supreme Court decisions which might make a considerable improvement in that question of the time at which the defense counsel enters a case.

I have discussed this matter with the general counsel of the Office of Economic Opportunity on several occasions and I am advised by him that they try to make a judgment in each case. If they believe that a Job Corps man charged with crime is receiving all of the counsel and attention he needs under a public defender system, if one exists, or under an assigned counsel system if that is the system that exists in that State, they will not retain separate counsel on his behalf. They only do so in those cases where they feel that they must and that the defendant in order to receive proper legal counsel must have assistance in addition to that which might be provided under the State law.

It seems to me that it is unfair to presume that OEO is rushing around trying to enrich lawyers for no good purpose.

We ought to leave some area of discretion within the Office of Economic Opportunity with respect to these matters, and I oppose the amendment of the gentleman from Florida, because it would not leave any discretion with respect to the type of State law, or the adequacy of the State law, providing free legal representation to indigent defendants. I hope the Committee will reject the amendment.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Florida [Mr. GURNEY].

The question was taken; and on a division (demanded by Mr. GURNEY) there were—ayes 34, noes 45.

Mr. GURNEY. Mr. Chairman, I demand tellers.

Tellers were ordered, and the Chairman appointed as tellers Mr. GURNEY and Mr. GIBBONS.

The Committee again divided, and the tellers reported that there were—ayes 42, noes 72.

So the amendment was rejected.

AMENDMENT OFFERED BY MR. ROGERS OF COLORADO

Mr. ROGERS of Colorado. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. ROGERS of Colorado: On page 3, after line 18, insert: "JOB CORPS—LIMITATION ON NUMBER OF CONSERVATION CAMPS

"SEC. 105. Section 104 of the Act is amended by adding at the end thereof (after the subsection added by section 104) the following:

"(g) The Director shall not, after the date of enactment of the Economic Opportunity Amendments of 1966, enter into any contract for the establishment of a conservation camp."

Mr. ROGERS of Colorado. The Committee will note on page 3, at line 18, we have a limitation of 45,000 enrollees in camps and centers. That means conservation camps and training centers for the Job Corps.

Information supplied to me is to the effect that of the number of Job Corps facilities and conservation camps, of which we have 106, 83 are conservation camps. The cost in connection with the maintenance of the conservation camps for the year 1965 was \$9,677 per enrollee, and for the year 1966 was \$9,350 per enrollee.

The objective of my amendment is not to disturb the present conservation camps that have been established and the contracts that have been entered into, but to provide that in the future the director shall not establish a conservation camp.

This is based upon the theory that if an individual is entitled to training and meets the requirements, it is best that he be trained at home and not moved out of the mainstream of his own society. At the present time, the conservation camps are established away from the main centers of population. We transfer individuals away from their homes, away from their families. We set up a program of teaching or training of some nature, if they are to meet the requirements and receive the benefits as intended in this program.

Therefore, I believe it best that we limit the number of conservation camps, and by that limitation make it possible for an individual to be trained otherwise under this program. Therefore, Mr. Chairman, I urge the adoption of my amendment.

Mr. WILLIAM D. FORD. Mr. Chairman, I rise to oppose the amendment.

Mr. Chairman, the committee considered very carefully and for a long period of time the proper rate of expansion and mode of expansion of the Job Corps. The limitation of 45,000 is a very important addition to the amendments that we offer to the Congress this year. It is one of the principal changes that we offer to the act. The effect of the 45,000 amendment, as we have noted in the bill—to which the Congressman from Colorado has already called attention of this committee—is to limit the Job Corps in fiscal year 1968 to that number of training spots, or training slots, as they are referred to.

Examining very closely the existing program, it is quite evident that the new spots to be filled in this program to reach the 45,000 strength will be found in two areas, primarily in urban centers and more directly in women's urban centers.

The gentleman will also notice in the amendments we offer this year a second provision which requires more concentration on increasing the number of vacancies available for women.

The effect of this is that by limiting the total number of vacancies available and by increasing the number within that total allocated to women's training centers, we are really directing the expansion of the program, if any there be, toward urban center, because we do not send young ladies to conservation camps.

Mr. ROGERS of Colorado. Mr. Chairman, will the gentleman yield?

Mr. WILLIAM D. FORD. I yield to the gentleman from Colorado.

Mr. ROGERS of Colorado. As I indicated a moment ago, there are 83 of these camps at the present time, and there are only 12,399 people in these camps.

Do I correctly understand it is the intent and purpose of the legislation as set forth on lines 14 to 18, which has a limitation of 45,000, that the director can open up more conservation camps?

Mr. WILLIAM D. FORD. No. As a matter of fact, we do not anticipate that to reach the 45,000 it would be either necessary or desirable for him to open camps which are not now either contracted for or negotiated for. Our information is that we could handle far more than the 45,000 if we were to expand all the existing facilities and those already, while not developed, contracted for, to something closer to full capacity.

Mr. ROGERS of Colorado. I believe the gentleman will agree that the greatest need for this program is in the urban areas, as the gentleman indicated a moment ago when he said there are more likely to qualify in the urban areas under the Job Corps program.

Mr. WILLIAM D. FORD. I will put it this way, in answer to the gentleman's question: I agree that the greatest number of people who are in need of the benefits of this program will be found in urban areas. But I hasten to add that the greatest therapy for these people in need is their transportation to the rural areas, where they have an opportunity to participate in healthful activity in the great outdoors. I consider that those who have gone to the great State of Colorado are perhaps the luckiest in all of the Job Corps.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. WILLIAM D. FORD. I yield to the gentleman from New York.

Mr. GOODELL. I believe a case can be made for the rural conservation camps. If the gentleman will read the committee chairman's report, he also very decisively points out the problems in the rural camps and conservation camps. They are taking urban boys out of urban complexes and sending them to rural camps and teaching them conserva-

tion skills. Then the boys go back to the urban areas and they have not learned any skill of use to them there.

Mr. GIBBONS. Mr. Chairman, I move to strike the requisite number of words.

When this bill was put together in the subcommittee and in the committee, one of the problems we were worried about was the proliferation of these Job Corps centers. We asked the managers of the Job Corps in OEO to come down to our committee hearings and to bring in all the contracts they had for the establishment of camps. We told them we did not want them to establish any more centers. We had the assurance that they would not establish any more centers. I do not believe they are going to establish any more centers.

But, I would hate to catch them right in the middle of trying to prepare a camp, or moving one which is not well located, or changing a mistake that has been made.

When we put in the limitation of 45,000 enrollees, we saw enough contracts to establish enough positions for 45,000 enrollees.

I would hope, believing the committee wants to limit the number of camps and believing that we have received the assurance from OEO that they will not establish any more of these centers until this committee gets a chance to go back and enact more legislation, that the gentleman would withdraw his amendment at this time based on that assurance.

Mr. ROGERS of Colorado. Mr. Chairman, will the gentleman yield?

Mr. GIBBONS. I will be glad to yield.

Mr. ROGERS of Colorado. What assurance can you give me that if the amendment should be withdrawn, the director would not establish some of these conservation camps in the future other than what is stated here? Why not go ahead and say that we put a limitation on it. He already has promised you he would not, so what is wrong with keeping it in here?

Mr. GIBBONS. The Director told us he already had enough contracts out to build camps that would take us up to 45,000 enrollees. That was about 4 months ago, when we actually had them bring the contracts down to the committee room for examination. We received their assurance, based on the instructions the committee gave them not to build any more camps.

As you will notice, the expenditure of the Job Corps for fiscal year 1966 was \$300 million. This year they are asking for only \$228 million. In fiscal year 1966 they had a maximum of about 25,000 enrollees. During fiscal year 1967 they will have a maximum of about 45,000 enrollees. So you can see that all of the construction work and the rehabilitation work that has caused so much trouble is behind us now.

I understand they are not going to build any more facilities or contract for building any more facilities. However, in case they encounter special problems, I would hate to have this ironclad restriction hanging over them. The \$228 million authorization for this year does

not include any construction funds. So I would ask the gentleman please to withdraw his amendment.

We are not trying to sabotage you here. We are, however, trying to avoid difficult problems that might arise in the future.

Mr. ROGERS of Colorado. Of course, the other problem that presents itself is this: You may have the assurance of the present Director, but suppose you have a change. Is he bound by what the other gentleman promised this committee?

Mr. GIBBONS. Of course, we are not talking about the Director but his staff. Mr. ROGERS of Colorado. Yes.

Mr. GIBBONS. I think the colloquy we have had here on the floor and the situation we have referred to in the committee report will clarify it. While the gentleman from Colorado's [Mr. ROGERS] amendment is praiseworthy, I feel that it may cause us some trouble and we do not want them to build any more of these centers.

Mr. ROGERS of Colorado. I do not want to cause any trouble, but at the same time I do want the assurance that there will not be additional ones put in operation in the future.

The CHAIRMAN. The time of the gentleman from Florida has expired.

(Mr. GIBBONS asked and was given permission to proceed for 1 additional minute.)

Mr. GIBBONS. There will be some put in operation, Mr. ROGERS, because we only have 28,600 enrollees at the present time and we have to enroll up to 45,000 people. So there will be some coming in operation, but there will not be any more contracted for.

We just passed an amendment a few moments ago on a motion by the gentleman from Oregon [Mrs. GREEN] to establish up to four experimental centers. These would not be conservation centers. It is my feeling that they can get the four additional centers out of the contracts for potential camps and centers that they already have. I do not want to cause any more trouble than we have now.

[Mr. QUIE addressed the Committee. His remarks will appear hereafter in the Appendix.]

The CHAIRMAN. The question is on the amendment offered by the gentleman from Colorado [Mr. ROGERS].

The question was taken; and on a division (demanded by Mr. GOODELL) there were—ayes 31, noes 45.

So the amendment was rejected.

Mr. GOODELL. Mr. Chairman, I make the point of order that a quorum is not present.

The CHAIRMAN. The Chair will count. [After counting.] One hundred and seven Members are present, a quorum.

AMENDMENT OFFERED BY Mr. ERLBORN

Mr. ERLBORN. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. ERLBORN: On page 3, after line 18, insert the following:

"JOB CORPS—STANDARDS OF CONDUCT"

"Sec. 105. Part A of title I of the Act is amended by adding at the end thereof the following:

"STANDARDS OF CONDUCT"

"Sec. 112. (a) Within Job Corps centers, standards of conduct and deportment shall be provided and stringently enforced. In the case of violations committed by enrollees, dismissals from the Corps or transfers to other locations should be made in every instance where it is determined that retention in the Corps, or in the particular Job Corps camp or center, will jeopardize the enforcement of such standards of conduct and deportment or diminish the opportunity of other enrollees.

"(b) In order to promote the proper moral and disciplinary conditions in Job Corps camps and centers, the individual directors of Job Corps camps and centers shall be given full authority to take appropriate disciplinary measures against enrollees including, but not limited to, dismissal from the Job Corps, subject to expeditious appeal procedures to higher authority as provided under regulation set by the Director."

And renumber the sections which follow accordingly.

Mr. ERLBORN. Mr. Chairman, I have submitted a copy of this amendment to the gentleman from Florida [Mr. GIBBONS]. I do not know if he has had an opportunity to read it or not. I think it is a noncontroversial amendment. It does not cut any money out of the bill. It does not change the direction of the program. All this would do is give authority to the directors of the Job Corps centers to establish standards of conduct and deportment and give them the authority to enforce these standards.

Certainly, we are all aware of the multitude of stories that there have been in the press across the country of riots in the Job Corps centers—one in the Rodman Job Corps Center in New Bedford, Mass., that I referred to sometime ago.

There a group of Job Corps enrollees formed into a mob and terrorized the residents of New Bedford requiring that the police be called out in emergency procedures to put down the riot. Fortunately, no one was injured.

I think that this is also obviously not a partisan issue. To just give some credence to that statement, let me quote what Senator LEE METCALF, the democratic Senator from Montana, said concerning a bit of trouble they had at the Camp Breckinridge, Ky., Job Corps Center. Senator METCALF said:

The idea of the Job Corps in my opinion is a great idea but this incident is wrong and really burns me up. These dropouts and malcontents are being coddled and complimented for their derogatory behavior.

All this amendment would do would be to call for some disciplinary procedures.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield?

Mr. ERLBORN. I yield to the gentleman.

Mr. WILLIAM D. FORD. I have had the courtesy of receiving a copy of the gentleman's amendment. I might say that on its face it is appealing. I have a couple of questions and maybe we can save some time.

What specifically do you mean in the second paragraph when you speak of the

appeal to a higher authority? The appeal as I read it here is the appeal from the action taken by the camp director.

Mr. ERLNBORN. By the director.

Mr. WILLIAM D. FORD. By the director of the camp?

Mr. ERLNBORN. That is right. This would give the authority to the Office of Economic Opportunity, to the head of the Office of Economic Opportunity, to establish an appeal procedure in whatever fashion he may deem wise—to appeal to the regional office or to appeal directly to the office in Washington. It gives complete authority to the Office of Economic Opportunity to establish whatever procedures they feel would be proper within their own setup.

Mr. WILLIAM D. FORD. Will the gentleman in the well accept an amendment to provide specifically in the last sentence of paragraph (B) that the appeal procedures would be to the Office of Economic Opportunity and as provided under regulations set by the director of the Office of Economic Opportunity.

Mr. ERLNBORN. I would accept such an amendment. I think it might be advantageous to do so so that there would be no confusion that this might authorize appeals to a court because I do not think that this would be proper.

Mr. WILLIAM D. FORD. With the amendment that the gentleman has been gracious enough to accept, on behalf of the committee, I would be happy to accept his amendment and recommend its adoption.

(Mr. ERLNBORN asked and was given permission to revise and extend his remarks.)

Mr. QUIE. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, is the gentleman from Michigan satisfied with the language of the amendment?

Mr. Chairman, I yield to the gentleman for that purpose.

Mr. WILLIAM D. FORD. The only change is simply to make it clear when we use the word "director" we are not referring to the camp director but to the Director of the Office of Economic Opportunity. The word "director" is used in the amendment twice.

Mr. QUIE. Yes.

Mr. WILLIAM D. FORD. In the first instance, it refers to the director of the Jobs Corps camp.

Mr. QUIE. Yes.

Mr. WILLIAM D. FORD. In the last line of the amendment as presented by the gentleman from Illinois it reads "to the Director of the Office of Economic Opportunity." My proposal would simply spell that out.

AMENDMENT OFFERED BY MR. WILLIAM D. FORD

Mr. WILLIAM D. FORD. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. WILLIAM D. FORD to the amendment offered by Mr. ERLNBORN: In the last line after the word "Director" insert the words "of the Office of Economic Opportunity."

The CHAIRMAN. The question is on the amendment offered by the gentleman from Michigan [Mr. WILLIAM D. FORD] to the amendment offered by the gentleman from Illinois [Mr. ERLNBORN].

The amendment to the amendment was agreed to.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Illinois.

The amendment was agreed to.

AMENDMENT OFFERED BY MR. CRAMER

Mr. CRAMER. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. CRAMER: On page 2, line 23 strike the period and insert: "Provided further, That the Director shall by regulation establish suitable qualifications for such agencies or organizations with which he enters into agreements to assure they possess the capacity and educational resources to adequately carry out such agreements and to accomplish the objectives of this section."

Mr. CRAMER. Mr. Chairman, I think the amendment is self-explanatory. I think it is a salutary amendment, and I do not think there will be any objection to it. I will tell you the reason why I think it is important.

We had some problems in St. Petersburg relating to the Job Corps, of which I am sure many Members of this House are well aware. I think one of the basic problems that developed relating to the Job Corps was its location. It was located initially at the wrong place, in a retiree area, not the proper place for a Job Corps as it was made up. I think experience clearly showed this was the case. Fortunately, the Job Corps decided to leave St. Petersburg, the only choice after such mishandling.

I am sorry that when a new location was proposed and commitments were made to the local governing authorities that before a final decision was made as to location the local authorities would be consulted but the facts show, No. 1, they were not consulted; No. 2, the agency that was determined to be qualified as the sponsoring contractors apparently by the Job Corps authorities, OEO, were in fact not so qualified, and I do not think there is any question about it.

In other words, what happened, as I understand it, was that a couple of lawyers got together in Louisiana and decided that they wanted to get some of these Job Corps contracts. They found out this St. Petersburg one was in trouble, which it was. The school board gave the contract up and these lawyers wanted the contract, and apparently the OEO was ready to give it to them.

I am sure my distinguished colleague, the gentleman from Florida [Mr. GIBBONS], is familiar with this situation, and it is directed at this problem. I think the problem developed because the people who are doing the negotiating and were to run the Job Corps for OEO by contract were not qualified to do that job.

They, these lawyer contractors, had no expertise or know-how in Job Corps education, Job Corps programing, Job Corps problems, and the result was it was snafued from beginning to end. I am glad the Job Corps left St. Petersburg. Such mismanagement and uncalled-for criticism of local officials and citizens cannot win support for this program.

I would hope this amendment will be agreed to. All it does is provide for necessary qualifications in the future

for people who contract with OEO for the management and operation of Job Corps centers. That is what the amendment is intended to do. That is what the amendment does. I have consulted with the staff on its draftsmanship.

I would hope this amendment will be agreed to.

I will say on the same subject of St. Petersburg Job Corps, but not necessarily relating to this amendment, that I would hope in the future when OEO gets in trouble, as it was in this instance, largely because of its own action, that it will not use such poor public relations as to blast the public community that had bent over backward—and I am talking about my own hometown of St. Petersburg—to accommodate this facility, when mistakes were made basically by OEO in the first instance as to its location, and, in the second instance, in getting someone unqualified to handle relations and negotiations with the local community and to find a new location.

I would suggest Sargent Shriver and others in OEO would do better, and perhaps he should apologize instead of lambasting the local authorities, who are trying to do their best to get along with OEO and their authorities, that they would at least get a qualified contracting authority before they go into negotiation on a project of this nature. With such mismanagement, all OEO could do was to remove the center, particularly after Shriver "blew his top" and blasted good citizens. I believe it is essential, as my amendment simply provides, that the Director shall, by regulation, establish suitable qualifications for any of these contracting agencies, one of which put the kiss of death on this St. Petersburg Job Corps. This is, however, principally directed at nongovernmental agencies.

I would hope that the gentleman from Florida [Mr. GIBBONS], under these circumstances will accept this amendment. I will be glad to answer any questions he has. I direct my question to the gentleman from Florida. Will you accept this amendment?

Mr. GIBBONS. Mr. Chairman, will the gentleman yield?

Mr. CRAMER. Yes. I yield to the gentleman from Florida.

Mr. GIBBONS. Mr. Chairman, I am just trying to get the amendment straight in my mind. I wonder if we may have the Clerk re-report the amendment. I do not have a copy of it, and I do not know whether anybody else has a copy of it.

The CHAIRMAN. Without objection, the amendment of the gentleman from Florida will be re-reported.

The Clerk re-reported the amendment of the gentleman from Florida.

Mr. GIBBONS. Mr. Chairman, we have a little disagreement on our side about the amendment offered by the gentleman from Florida [Mr. CRAMER]. Will the gentleman give us time or pass over this amendment temporarily, and go on to something else?

Well, then, I will let Mr. Ford answer that question if it is all right.

Mr. WILLIAM D. FORD. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, the young women who were at St. Petersburg in training have now resumed their training elsewhere. However, this has not stilled the unjust and continued haranguing attack of these people on the people in St. Petersburg who attended these Job Corps programs.

For that reason, I believe it is extremely important, in considering what the gentleman who preceded me in the well has suggested—but which really at this point seems to be almost an impertinent amendment—to review the facts.

Mr. CRAMER. Mr. Chairman, will the gentleman yield?

Mr. WILLIAM D. FORD. Mr. Chairman, I yield to the gentleman from Florida.

Mr. CRAMER. Mr. Chairman, will the gentleman suggest what is impertinent about suggesting that the agencies have basic qualifications established by OEO? Is the gentleman suggesting that providing qualifications preventing such further instances should not be offered as a part of this bill? I ask the gentleman.

Mr. WILLIAM D. FORD. I yield to the gentleman for a question. Will he state his question?

Mr. CRAMER. I ask the gentleman, Is it impertinent to suggest that the OEO should establish basic qualifications for people with whom they contract to set up these Job Corps centers? Is that impertinent? I ask the gentleman.

Mr. WILLIAM D. FORD. If the gentleman does not mean to suggest by the offering of this amendment that the Office of Economic Opportunity did not, in the case of the St. Petersburg location, consult with the local officials and form an opinion as to whether the Pinellas Board of Education was capable of carrying out this program before locating it there; and as to whether the local city government was capable of maintaining order in the area, then it is not impertinence to suggest this by the amendment. If the gentleman is now saying to me he does not suggest that the Office of Economic Opportunity failed in this regard in the St. Petersburg case, I withdraw the suggestion.

Mr. CRAMER. If the gentleman will yield, I wish he would. What I was saying is that the OEO, in my opinion, did not require adequate qualifications of the next contracting officer so that proper negotiations could be carried on, and in the future should do so. That certainly is not impertinent.

Mr. WILLIAM D. FORD. When the Office of Economic Opportunity went to St. Petersburg, it should be kept in mind that the initial steps to bring them there were by way of invitation from the mayor of that great city. The school board in St. Petersburg had been running a very successful manpower training program and it was thought that this same local public agency would be able to operate the Job Corps program.

It is important, in considering the gentleman's amendment and what it suggests by its adoption, to understand that simple sentence. It was thought by those who went to the St. Petersburg location that the Pinellas County School

Board was, in fact, an agency that would, in fact, have the capacity. There was evidence that they were operating a similar activity, and every reason in the world to believe it would be a successful project.

The gentleman from Florida knows as well as every one else who has examined the problem very carefully that the real problem at St. Petersburg did not arise out of an incapacity of the board of education to operate the educational portion of the facility, but arose out of difficulties with community acceptance and many other problems.

What I am suggesting to the gentleman is that if his amendment is directed specifically at St. Petersburg, Fla., his amendment would have been to no avail had it been in the act at the time of establishment of that center. All of the qualifications for compliance with his amendment were met in this instance. I simply suggest to the gentleman that the offering of the amendment and its adoption at this point, supported solely by the suggestion that the case in St. Petersburg, Fla., justifies its adoption, suggests that these steps were not followed and that the Pinellas County School Board was not a proper agency.

Therefore, Mr. Chairman, I urge that the committee reject the amendment.

The young women who have been in training at the St. Petersburg Job Corps Center have now resumed training elsewhere. But this has not stilled the unjust, and essentially untruthful attacks that were made on them and the Job Corps.

Once more we shall state the facts, and once more we expect the opponents of the program to distort and misstate as they wish, and then wind up their pious criticism with platitudes and homilies.

The Job Corps went to St. Petersburg rather than elsewhere for two main reasons:

First, Mayor Herman Goldner and the Pinellas County Board of Instruction invited the Job Corps with the greatest of enthusiasm.

Second, The school board had been running a successful manpower training program and it was thought they could apply this knowledge to a program which was an even greater challenge.

The Center site was chosen, as is usual, by the contractor, the Pinellas board, although it was reviewed by Job Corps representatives. It was expected that the Pinellas board would know and understand the city of St. Petersburg and its residents far better than an outside contractor.

The site chosen was the Huntington Hotel, but since it was limited in space, it was found necessary to also use part of the Mirror Lake Junior High School for classes.

When it became evident after some months of operation that it would be more efficient and more economical to combine all facilities under one roof, a search was made for a new site in St. Petersburg.

On April 21, Mayor Goldner told Job Corps Director Dr. Franklyn A. Johnson that he could support the Job Corps tentative choice of the Soreno Hotel for

a new site, if other sites proved unavailable or unsuitable.

It was well known to city officials that the Job Corps was trying to find another in-town location, not only because it would be cheaper and easier to operate, and supply added space for increased Job Corps enrollment, but also out of consideration for the area's elderly residents.

The city officials promised, publicly, to assist in every possible concrete way. At no time during these site studies was any mention made by any of the officials of plans for waterfront development in the Soreno area, and it was in fact, not mentioned until the last moment, when all sites but the Soreno had been examined and found wanting.

It has been said that the Job Corps seems to have a weakness or even an obsession with old hotels. Nothing could be more incorrect. The fact is that the use of older hotels is much cheaper than building new facilities; they provide readymade facilities which can easily be converted to residential and educational use; they are generally close to areas where the young people can get on-the-job training; and they are usually also near recreational resources.

But the Job Corps in no way repeats other residential facilities if they prove more suitable. One women's center operated by General Electric has recently opened in a former veterans hospital in Clinton, Iowa, and still another facility has just opened on the campus of Northern Michigan University. Similar facilities are being planned elsewhere for potential use.

For reasons best known to the minority, figures which can be justified neither by proper accounting methods nor by commonsense have been juggled to prove that it costs something like \$39,000 a graduate for the St. Petersburg center. One way to get a figure like this is to charge off the building, equipment, and everything else in 1 year and divide it by the number of graduates. If one uses such a ridiculous system, then the first class of graduates from the Air Force Academy in Colorado Springs must have cost at least a quarter of a million dollars each.

The John F. Kennedy High School in Montgomery County, Md., has two graduating seniors this year after 3½ years of operation. If the total cost of the school from the beginning up to this month is assessed against the two graduates, what do you suppose the cost per graduate would be? Obviously it would be astronomical, and quite ridiculous, because the same school facilities will be in use for many years.

The only sensible way to find out the cost per graduate is to determine the cost per student per month, over the period of time the individual stays in the center.

Thus, if an individual devotes 9 months to the Women's Job Corps training program before graduation, the cost in 1967 is estimated at \$6,200.

The figure used to get the \$39,000 item, was the 42 St. Petersburg graduates in March. Actually, of course, more than 225 corpswomen have gone through the St. Petersburg program during its 1 year of operation. To determine cost it is necessary to combine the total of these

graduates with those enrollees who have completed part, but not all, of their training, and those who transfer to other centers for new programs or completion of a program.

What has been the net result of St. Petersburg? Despite the fact that the community never really let itself become involved with a vital activity in its center, the center was a fair success. Many young women, who could not possibly have "made it" without their Job Corps training, benefited greatly from their experience.

The volunteer "Friends of the Job Corps" from the St. Petersburg community, plus the outstanding efforts of the hard-working staff, kept most of the girls from being affected by the occasional hostility which they encountered. The program worked, and these girls who have seen it through are now being transferred to other centers where they may continue their education in an atmosphere that is more conducive to their becoming "somebodies" in a world which had previously ignored them.

In spite of the critics who disguise their hostility to the program with pious promises that "they can do better," something which they not only would not do, but have never even attempted in any form prior to the Job Corps, the program will go on. It will continue to work. And it will continue to be one of our great hopes for reclaiming destitute young people and turning them into productive, responsible citizens.

(Mr. WILLIAM D. FORD asked and was given permission to revise and extend his remarks.)

Mr. SWEENEY. Mr. Chairman, I rise in support of the amendment.

I believe sincerely that the amendment of the gentleman from Florida makes great sense.

The language of the proposed amendment strikes right to the heart of the issues that were pointed out by the committee report in the analysis of the reasons for some of the national failures of the Job Corps program. Even those of us who on this side of the aisle have supported the Job Corps on the basis of the committee report and the investigation must allow and concede that we are really and truly spinning our wheels in many areas.

One of the summary conclusions I have been prompted to as a result of the report is that we lack in the OEO a basic standard by which the contracting groups can be evaluated before these projects are put into movement.

One of the things that has been pointed out in the report is the fact that whether the contracting agency running the camp is the University of Illinois or the University of Oregon or a private contracting body there has not been a uniformity of results. I think it is incumbent, if the Job Corps program is ultimately to succeed in its primary goal of retraining the dropouts and reclaiming the youth of America, that we do start out and make darned certain there is some basic qualification of those people or institutions carrying the program further. I cannot see from the language proposed by the gentleman from Florida

where the result would be anything but helped by the committee's acceptance of the amendment.

Mr. CRAMER. Mr. Chairman, will the gentleman yield?

Mr. SWEENEY. I will be delighted to yield.

Mr. CRAMER. I think the gentleman misunderstood the basis of the St. Petersburg question. Initially the school board was qualified. There is no doubt of it, and I did not raise that question. But when the next contracting party came in they were not qualified, in my opinion, and that caused the mess. It was because they were not qualified to negotiate or to handle it after negotiation. That is how they got in trouble and that is why the furor was raised. The whole thing could have been avoided as to the second contracting officer if they had been adequately qualified to do the job.

Mr. SWEENEY. I agree.

Mr. CRAMER. I think it has nationwide application in addition, obviously.

Mr. POWELL. Mr. Chairman, I move to strike the requisite number of words.

Mr. Chairman, first I would like to sympathize with our colleague from Florida [Mr. CRAMER] for the loss of the project there. I would like to say that there are many contracts involved in that project there which were beneficial to the people of St. Petersburg, and I would hate to see many such contracts lost, just like any Members of the House or their colleagues or friends would. To me, this is a meaningless amendment. Its good and its bad counteract each other. However, if the gentleman from Florida [Mr. CRAMER] feels that this is going to help the Director of OEO increase the efficiency of his staff, then I think we ought to go along with it, assuming this is the real thrust of the amendment.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. POWELL. I love to yield to my good friend.

Mr. GOODELL. I did not understand the gentleman's statement. Is the gentleman accepting the amendment?

Mr. POWELL. No, I am not accepting it. I am just saying that if this is going to expand the efficiency of OEO more than it was in St. Petersburg. Again, I console my friend from St. Petersburg for the loss of his project.

Mr. GOODELL. I appreciate the gentleman's clarification.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield to me?

Mr. POWELL. Gladly.

Mr. WILLIAM D. FORD. In view of the remarks just made by the gentleman from Florida clearly indicating that his amendment was not intended as an indictment of the procedures followed in the St. Petersburg case in the initial location and organization of the Job Corps center there, I feel that the clouds have cleared on this amendment for me. I agree with the chairman that it really does not do anything much one way or the other and would therefore not pursue my objection to its adoption.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Florida [Mr. CRAMER].

The amendment was agreed to.

AMENDMENT OFFERED BY MR. QUIE

Mr. QUIE. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. QUIE: On page 3, after line 18, insert the following:

"JOB CORPS—COMMUNITY ACTIVITY

"SEC. 105. Section 104 of the Act is amended by adding at the end thereof (after the subsection added by section 104) the following:

"(g) Job Corps officials shall, whenever possible, stimulate formation of indigenous community activity in areas surrounding Job Corps camps and centers to provide a friendly and adequate reception of enrollees into community life."

And renumber the sections which follow accordingly.

(Mr. QUIE asked and was given permission to revise and extend his remarks.)

Mr. QUIE. Mr. Chairman, the purpose of this amendment is to require that at any of the Job Corps centers the Director will be required to request the officials there in the State to set up such a committee amongst local citizens so that we will not see again what has happened so many times and which has been reported in the newspapers all over the country, that the young men go into town and they are not accepted by the community.

Mr. Chairman, I believe the initial step should be taken by the community so that in this country we will see very seldom—and I hope never—reports printed in the newspapers to the effect that these young men and young ladies were not accepted by the local community.

Mr. Chairman, I believe that this atmosphere is necessary in every community.

Mr. Chairman, the disturbances to which reference has been made have happened at numerous centers. I am happy to say that in those cases where community Job Corps councils have been established there have been only a few instances of rebellion on the part of the Job Corps enrollee, and they are accepted by the community, these young men and women.

Mr. Chairman, for that reason I hope the gentleman from Florida [Mr. GIBBONS] will accept the amendment and that we can go on to other matters without any additional undue delay in an effort to further explain it.

Mr. GIBBONS. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentleman from Florida.

Mr. GIBBONS. Mr. Chairman, the gentleman from Minnesota [Mr. QUIE] was nice enough to furnish us on this side of the aisle a copy of the proposed amendment.

We have had an opportunity to circulate it on our side over here and we are in agreement with the purposes thereof.

Therefore, Mr. Chairman, we are happy to accept the amendment which has been offered by the gentleman from Minnesota [Mr. QUIE].

The CHAIRMAN. The question is on the amendment offered by the gentleman from Minnesota [Mr. QUIE].

The amendment was agreed to.

Mr. GLENN ANDREWS. Mr. Chairman, I move to strike the requisite number of words.

(Mr. GLENN ANDREWS asked and was given permission to revise and extend his remarks.)

Mr. GLENN ANDREWS. Mr. Chairman, I shall only take just a moment of this time.

Mr. Chairman, I disapprove of most of the poverty program. I even disagree with the distinguished Speaker of the House of Representatives when he offers his belief that the original "conception" of this legislation was "immaculate."

Particularly, I am interested in the \$200,000 library on the table over there, the investigation of the poverty program, paid for by America's taxpayers and as yet has been of no value to them. I submit that if it did not contain a chronicle of 2 years of use and abuse of the poor under the operations of the poverty program, it would have been brought to light by the proponents of this measure before now.

Mr. Chairman, I have long admired the phrase "war on poverty"—it raised great hopes in my own mind—I have met poverty before: she and I were what one would call briefly acquainted.

But many millions of Americans have known dame poverty better than I—millions were and have been her intimates and have lived with her all their lives. The phrase "war on poverty" raised a million more important hopes than mine. And now, 2 years later, these hopes have fallen with a sudden thud like a dishpan falling on the kitchen floor. The war on poverty has become a political extravaganza, a political carnival—filled with barkers, shell game artists, cupie dolls, and cotton candy. Gentlemen, the war on poverty has shocked America into numbness.

The Education and Labor Committee has attempted in some sincerity to eliminate some of the great deficiencies in this bill. I am sure that if we pass this bill this week, there will be some improvements. It could not be worse.

One of the big improvements planned for this bill is to place a sort of Hatch Act on the community action program. Now I was not here at the conception of this bill, but I was here at the reconception a year ago. A year ago I offered an amendment to prevent political activity in the community action program. The gentleman from Florida [Mr. GIBBONS] in talking against my amendment, stated that if my amendment should pass, the people in the community action programs could not even talk to one another: thus, by plan, by design, by conception, by promise here on the floor, politics was all they intended to talk about in the community action program. I am pleased that a year later, the Nation's revulsion against manipulation of the poor for political ends has demanded the adoption of my last year's amendment.

The great criticism I have of the poverty program is that, in an era in history

distinguished by our being adrift from many of our ancient moorings and in a sea of violent changes—with an assault on law and order itself, an ugly symptom or byproduct of the changes—this poverty program is a wild ride in a political spacecraft with defective rudders.

This poverty program skips State and local established and elected authorities—sets up a financial distribution arrangement between a Washington bureaucracy and any collective authority in any community who holds out a hat with the word "education" printed on it. The size of the hat is in proportion to the political power. From the distinguished chairman of the Education and Labor Committee, we learned recently the Florida district of the poverty bill "manager" got most of the gravy. This is the boondoggle to end all boondoggles. Gentlemen, until this program gets some moorings, some attachments other than political, some deeper relation to the poor than it has, voting for it would be counter to the instructions given me 2 years ago by my electorate, which was to keep watch over their tax money.

Leon Keyserling, who advocated minimum wages, along with Michael Harrington, the philosophical author of the poverty program, not long ago stated that the poverty program would only help 3 to 7 percent of the people it was aimed at. Sargent Shriver on television a few weeks ago was asked how many people had been relieved from poverty by the program. His answer was about 50,000. This, gentlemen, is about the number of people employed by the Government directly or indirectly under this great political fiesta. Leon Keyserling went on to say that jobs were the only real help for the poor. Gentlemen, when jobs for the poor rather than political patronage, boondoggle, and political revolution, become the chief aims of a war on poverty—then, and then alone, will it be worthy of consideration.

I point out to all of you that there is nothing in this entire poverty bill that could not be done locally, or by some other already established agency. I see no need for continuing this political farce—this monument to the cynical use of the poor.

Mr. GOODELL. Mr. Chairman, I make the point of order that a quorum is not present.

The CHAIRMAN. The Chair will count. [After counting.] One hundred and three Members are present, a quorum.

AMENDMENT OFFERED BY MR. GOODELL

Mr. GOODELL. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. GOODELL: On page 2, after line 15, insert the following:

"TRANSFER OF JOB CORPS TO DEPARTMENT OF LABOR

"SEC. 102. (a) The Job Corps of the Office of Economic Opportunity, together with the functions thereof, is transferred to the Department of Labor to be administered in coordination with programs carried out under the Manpower Development and Training Act of 1962, as amended, on such date within six months after the date of enactment of this Act as the President may fix. The functions of the Director of the Office of Economic Op-

portunity with respect to the Job Corps are transferred to the Secretary of Labor. The functions transferred by this section shall be performed by the Secretary of Labor or, subject to his direction and control, by such officers, agencies, and employees of the Department of Labor as he shall designate.

"(b) There are transferred to the Department of Labor, for use in connection with the functions transferred by subsection (a), the personnel, property, records, and unexpended balances of appropriations, allocations, and other funds (available or to be made available) of the Job Corps, together with so much as the Director of the Bureau of the Budget shall determine of other personnel, property, records, and unexpended balances of appropriations, allocations, and funds (available or to be made available) of the Office of Economic Opportunity which relate to functions transferred by this section."

(Mr. GOODELL asked and was given permission to revise and extend his remarks.)

Mr. GOODELL. Mr. Chairman, I probably will not use my full 5 minutes. I have no desire whatsoever to delay the proceedings. I think it is important when we consider major amendments that we have as many of the Members here to make these very important policy decisions as possible.

This amendment I have discussed in my general remarks in the debate in the last 2 days and briefly earlier today. It is a simple proposal. It would provide for coordination of our training programs in the Job Corps under the Manpower Development and Training Act.

Let me explain one major feature of this. This does not mean that the Department of Labor itself would be running the training program. One of the greatest problems with the Job Corps has been the selection and the screening of the applicants.

In some areas, including my own, they have come up and said, "We will take any qualified youngster that comes in and guarantee that within 3 days they will be in a Job Corps camp," or in 5 days or 30 days.

This was a part of a variety of experimental programs at the very time that we were complaining most heavily in Congress about the failure to give adequate consideration in the screening of boys to go into Job Corps camps and girls.

It is our feeling, those of us who believe in the Job Corps concept that some of these youngsters can be disturbed by transferring them out of their environment and that many of the youngsters going to Job Corps camps could be served by the manpower development training program, by vocational education programs or by some other program of this nature. Many of them would be actually better off if they stayed in their community to obtain their training.

No judgment of that nature is made. My amendment would give the manpower and development training act officials the responsibility and the authority to make this kind of a judgment at the outset as to where is the best place for this boy or this girl to go.

We are spending \$9,100 to \$13,000 per enrollee per year on youngsters, many of whom actually belong in their own communities getting help. We have to do a

great deal more to try to bring down the excessive costs per enrollee. We have other amendments to try to do that. But at least this one would begin the process. It would put one agency in charge of all these various programs under the Manpower Development and Training Act.

As a result of the amendments that were adopted to the substitute that I proposed in 1962, we have HEW and the vocational authorities in HEW with the clear responsibility of providing training in institutions. The Labor Department does not have that responsibility under the Manpower Development and Training Act. That is the significance of this amendment directing that it go to the Labor Department to be administered in coordination with the programs under the Manpower Development and Training Act.

Thus we will utilize the vocational educational people to the maximum degree in actually providing training.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman from Michigan.

Mr. WILLIAM D. FORD. Does the gentleman in the well suggest in his remarks that the Department of Labor and the administration of the manpower development and training program have acquired an expertise and staff for the conduct of the residential type of training comparable to what some people call the modern CCC camps of the Job Corps? Are they better able to administer the program?

Mr. GOODELL. The gentleman's question illustrates the point I have been attempting to make. He apparently does not understand how the Manpower Development and Training Act operates. The Labor Department does not administer these institute programs. The responsibility for the institute part of the Manpower Development and Training Act is with HEW and with the vocational educational people. That would be preserved under my amendment, so that it would be the vocational people who are providing actual guidance in the camps themselves.

Mr. WILLIAM D. FORD. If the gentleman will yield further—

Mr. GOODELL. I yield to the gentleman from Michigan.

Mr. WILLIAM D. FORD. I understand that aspect of your suggestion. However, it seems to me you made the point that we ought to keep these boys home and put them in vocational education programs rather than sending them to Job Corps camps.

Mr. GOODELL. That is an oversimplification. I said that there are many boys, particularly in these mass recruitment programs of 3 or 5 days in a camp. There are many of those youngsters going into the Job Corps who should not go there.

Mr. PICKLE. Mr. Chairman, I rise in opposition to the amendment.

(Mr. PICKLE asked and was given permission to revise and extend his remarks.)

Mr. PICKLE. Mr. Chairman, yesterday I addressed the House with respect to a Job Corps project in my congres-

sional district. I oppose the amendment of the gentleman from New York, and in doing so I would like to talk in particular about that camp in my district.

Gary Job Corps Center came about by virtue of the Governor of Texas, working with members of the legislature, in appointing a Texas Educational Foundation. He called in the attorney general and the Texas Education Agency as arms of the State, and they established what is called the Texas Educational Foundation, a three-man private, nonprofit foundation. He also brought in members of the business community and the local San Marcos community, and together we established this TEF.

The work of that organization is something that is extremely interesting, and if it could spread to other parts of the country, the Job Corp program would be much more effective. TEF also established Opportunities, Inc., in this manner: The Governor, through the TEF and the Director of the center, called together some 75 leaders of businesses in Texas and he said to them, "We want you to be participants in the organization of this center." As such, they were given the authority to lay out the courses, establish the curriculum, and provide the type of program so the training would be current and meaningful. These business leaders actually laid out the buildings and the shops.

As a consequence, these boys are getting good training and Opportunities Inc.—the businessmen of Texas, if you want to call it that—has said to the boys, "Finish your course, and we will give you a job." This has been a united effort of the business people in Texas to make this a worthwhile community project, to make it work.

I went to the center authorities and the San Marcos civic leaders before this center was put in operation, and I said, "This is the type of center it will be. Do you want it?" As a consequence, we had the acceptance of the city of San Marcos and of the mayor and the public officials, who have made statements over and over again as to the effectiveness of this program.

The gentleman from New York has talked about the cost. He says there are terrible costs. At San Marcos, at Gary, it is \$4,411, and not \$9,000 or \$10,000 to which the gentleman from New York made reference.

At Gary, we have the largest center in the country—nearly 3,000 boys. We have good cooperation from the Governor, who has said in a national television program—and he is a conservative Governor—that all phases of the economic opportunity program in Texas are a tremendous success. It is also a cooperative effort with the Texas Employment Commission.

When the gentleman wants to transfer all this to the Department of Labor, I say to the gentleman that nobody in Washington I know of, and no officer I have heard of, has said he would like to have this Department transferred over to the Department of Labor. Nobody in Texas has said he wants it transferred. In Texas it is working well with the various State agencies.

We do work with the Texas Employment Commission, because it is an arm of the Labor Department. When a boy writes in that he wants to go into the center, his name is referred to us in Texas, and the Texas Employment Commission does screen these boys. That is really what they do and should do.

It is not for the manpower development program, because that is for an older type boy or worker who should have a base to operate from in that community. This Job Corps would be materially affected and weakened if transferred to the Department of Labor, where nobody wants it.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. PICKLE. I yield to the gentleman from New York.

Mr. GOODELL. Mr. Chairman, the case the gentleman makes is not entirely true, because we have a special manpower training project for boys 20 to 22 years old. Nothing I offer in this amendment will disturb the present requirements in the law and in the committee bill, that they get clearance from the Governor and authorities and coordinate. Hopefully they will coordinate.

There are many good things about Camp Gary and some difficult things. Without going into that, the gentleman has indicated a cost per enrollee of \$4,100 or \$4,200. The point is if we get some coordination, whatever the cost per enrollee, they will stop taking youngsters into the Job Corps, if those youngsters can be served by a manpower program more effectively.

The CHAIRMAN. The time of the gentleman has expired.

(On request of Mr. WAGGONER, and by unanimous consent, Mr. PICKLE was allowed to proceed for 3 additional minutes.)

Mr. CLARENCE J. BROWN. Mr. Chairman, I make the point of order that a quorum is not present.

The CHAIRMAN. The Chair will count. [After counting.] One hundred and two Members are present, a quorum.

Mr. PICKLE. Mr. Chairman, may I say to the gentleman from New York [Mr. GOODELL], that the manpower development and training program is a good program, but it is designed primarily for the older type of worker; that is, not for the 16-year-old.

Although the act may have been amended—I have not kept that close to it—to include some of the 16-year-olds, I recall, when I was on the Texas Employment Commission, a person had to be 18 or over and the head of a household.

The main intent has been for the older type, who would take this supplemental training and then go back to a job in the community.

Mr. GOODELL. The original act had such a provision for the 18-year-old person. We expanded and liberalized that section. The Manpower Act and the administrators thereof are dealing with youngsters of this nature.

Mr. PICKLE. The members of the Education and Labor Committee can bet-

ter answer as to whether it includes the 16-year-olds, but if it does I submit it is a very small part of the MDT program, and is not really designed for what the MDT accomplishes. I know that because I helped set up the program in Texas, and I know something about it.

Mr. GOODELL. That is not true nationally.

Mr. PICKLE. I might say further, when we talk about a boy of the age of 16, he is really not in the labor market, in truth and in fact. He needs training. That is one good reason why the centers are needed on the Job Corps basis, in my opinion.

Mr. WAGGONER. Mr. Chairman, will the gentleman yield?

Mr. PICKLE. I yield to the gentleman from Louisiana.

Mr. WAGGONER. I thank the gentleman for yielding.

I perhaps have been as critical of the Job Corps camps as any Member of Congress, but I know personally the director of the Job Corps camp to which the gentleman refers, in San Marcos, Tex.

I believe a tribute is due the director of that camp for having done a job which is without equal at any other Job Corps center in the country. This is so because Dr. O. J. Baker, who is the director or superintendent of that center, is a hardheaded man with commonsense, a practical educator. He is doing a good job at that center.

His steadying hand in the formation of policies, the hiring of personnel, and the administration of the program has been the biggest single factor in the success of the center. I understand he has been promoted to executive director of all three Job Corps projects in Texas—where I know that his outstanding ability will be recognized.

Mr. PICKLE. Dr. Baker is indeed a commonsense administrator. I daresay he has more good judgment about him than many of the Job Corps directors rolled together. He is an excellent administrator. He is now succeeded by Mr. Wallace Dockall who is equally effective.

These kind of men spell out the successes of the Job Corps.

Mr. O'HARA of Michigan. Mr. Chairman, will the gentleman yield?

Mr. PICKLE. I yield to the gentleman from Michigan.

Mr. O'HARA of Michigan. The Manpower Development and Training Act as it presently stands would permit payment under certain circumstances to trainees as young as 17 years of age, but I call the attention of the gentleman to the fact that under the provisions of the act not more than 25 percent of the trainees can be between the ages of 17 and 22, even though they may be as young as 17.

Mr. PICKLE. Mr. Chairman, that is what I suspected.

Mr. Chairman, I hope the amendment will be defeated.

Mr. QUIE. Mr. Chairman, I rise in support of the amendment.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentleman from New York.

Mr. GOODELL. To keep the sequence, in answer to the gentleman from Michigan, obviously the funds provided here in title I would be to fund Job Corps camps. We would not be limited to the fund limitation he referred to for such programs of the manpower program.

My amendment would not affect the fact that we are going to authorize \$170 million or \$200 million or whatever the final decision may be here for Job Corps camps. It will go only to the question of administration.

I thank the gentleman.

Mr. QUIE. Mr. Chairman, I would say that the questions were raised as to whether the Department of Labor could effectively handle this program. I raised this question with Secretary of Labor Wirtz at the hearings.

He indicated very emphatically that he could handle the program. I might also point out when this proposal of a Job Corps was first brought before us it was proposed that the Department of Labor should administer it. At that time I raised many questions, wondering whether they should or not, realizing that this had not been the case in the old CCC camps. I realized later that the administration was right when they proposed it be handled by the Department of Labor, and I have been convinced of it since. Watching the OEO operating the Job Corps camps over a period of 2 years convinces me that it should be handled by the Department of Labor. Only in this way can these training programs be properly coordinated with those entering the OEO and those programs that are outside of the OEO. If we would do this, I am convinced we will have a coordinated job training program for the young people who have dropped out or who need this type of training in school or else who have to have an environmental change in order to learn skills that are necessary for employment. Therefore I would say the gentleman from New York [Mr. GOODELL], has offered an amendment which really must be adopted if this program will be working well. If we do not do it this year, it will only be a short time before it will have to be done, anyway. So we might as well do it now so that effective administration can begin as soon as this bill is passed.

The CHAIRMAN. The question is on the amendment offered by the gentleman from New York [Mr. GOODELL].

The amendment was rejected.

AMENDMENT OFFERED BY MR. GOODELL

Mr. GOODELL. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. GOODELL: On page 3, after line 18, insert the following:

"JOB CORPS—FACTORS FOR SELECTION

"SEC. 105. Section 104 of the Act is amended by adding at the end thereof (after the subsection added by section 104) the following:

"(g) Each applicant for the Job Corps shall undergo physical and mental examinations under standards prescribed by the Director. Inquiries shall be made of appropriate State bureaus of identification to determine any parole or probationary restrictions that may apply to individual applicants. Applicants shall be fingerprinted in

accordance with procedures followed for military inductees, and inquiry shall be directed to the Federal Bureau of Investigation or other appropriate agencies to determine criminal violations by said applicant, criminal charges pending against said applicant, or other similar information. Criminal violations by said applicant shall not disqualify the applicant from the Job Corps but special evaluation of the distinctive nature of said applicant's problems shall be made and provision made for suitable treatment and handling."

And renumber the section which follow accordingly.

(Mr. GOODELL asked and was given permission to revise and extend his remarks.)

Mr. POWELL. Mr. Chairman, will the gentleman yield for an inquiry?

Mr. GOODELL. I yield to the gentleman from New York.

Mr. POWELL. Mr. Chairman, how many other amendments are there to title I?

Mr. QUIE. I believe eight.

The CHAIRMAN. There are 11 amendments at the desk at this time.

Mr. POWELL. I thank the Chair.

Mr. GOODELL. Mr. Chairman, my amendment does not restrict the authority of the Job Corps or of the Director to admit young men or young women to the Job Corps. It is an amendment that would require him to develop what information he can about the background of the Job Corps applicant before he accepts him. The classic case that has been cited is the young man that went to the Mountain Home Job Corps camp in Idaho. He was not only a three-time felony loser and one time an attempted murder conviction, but he was on parole. The Job Corps did not know that he had these convictions. They did not know he was on parole. I have no objection in itself, if the Job Corps knows this and knows that they have the facilities and personnel to meet the individual's problems, if they take someone with a criminal background.

Mr. Chairman, after all, the Job Corps is supposed to be for young men and women who need to live in a beneficial environment in order to respond to the training and education afforded them.

Mr. Chairman, therefore, if a boy is going into the Job Corps, he may very well be someone who comes from a background or a neighborhood where he has had brushes with the law and has been convicted in some instances.

Certainly, Mr. Chairman, we ought to go into their background when the boy is brought into the Job Corps.

Mr. Chairman, in the case of the Mountain Home, Idaho, situation, that young man came into that Job Corps center and they made him a squad leader, a wing leader and a dormitory leader. Subsequently he assailed one of the enrollees but the other enrollee was drummed out of the camp and out of the Job Corps.

Mr. Chairman, the Director at that point defended the assailant and asked that he be taken back.

Mr. Chairman, this amendment, if adopted, would subject every Job Corps enrollee to a fingerprint test, as we do

with every person inducted into the military service.

Mr. Chairman, when I asked the Job Corps representatives why they did not know this information, they said it would be too difficult to find out—it would be an impossible procedure to ascertain this information. But my response was that with the fingerprint test, any constable of the village or any police officer could have followed the ordinary procedures to ascertain this information.

Mr. Chairman, in Chicago they are fingerprinting all of the local individuals and all participants in the program. They have had no objection to this on personal grounds.

Mr. Chairman, it is an automatic procedure now, and through this procedure we could be sure that if we know there are convictions against a Job Corps applicant, then we could make an assessment based thereon.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield for a question?

Mr. GOODELL. In one moment, but one further point.

In addition, Mr. Chairman, the Job Corps enrollees have been in a running discussion for some months and hopefully it will be worked out with the State officials, because they have taken note of these people who are on probation, and if they are taken into the Job Corps or into a Job Corps camp and if the boys have left a particular State to go to a Job Corps camp across the country, and if they are in violation of their probation in doing so, the State officials have objected to this and the Job Corps said that they could not be responsible for making reports on these people.

Mr. Chairman, it seems to me this could be worked out so that they could go to camp and I feel that this is in the interest of the youngster involved.

Mr. WILLIAM D. FORD. Mr. Chairman, now will the distinguished gentleman from New York yield?

Mr. GOODELL. I yield to the gentleman from Michigan.

Mr. WILLIAM D. FORD. Mr. Chairman, the gentleman from New York has had a distinguished career as a law enforcement officer before coming to Congress. I believe the gentleman knows that in a majority of the States in this country boys under the age of 17 are not fingerprinted and that their convictions for crimes involving them are not certified to the FBI.

However, Mr. Chairman, the procedure as suggested here would reveal practically nothing that could be added to the already very exhaustive screening procedure used in this operation.

Mr. GOODELL. Mr. Chairman, I shall not yield further to the gentleman. I shall let the gentleman take his own time. I want to answer the gentleman by saying that almost every State of which I am aware—every State—has a State bureau of identification and that they do keep records of these matters.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman agree—

The CHAIRMAN. The time of the gentleman from New York has expired.

(Mr. GOODELL asked and was given

permission to proceed for 2 additional minutes.)

Mr. GOODELL. In most instances at the age of 16 or 17 the records for those youngsters cannot be made public, but they can work out an arrangement for the Job Corps enrollee in order to get his permission to do this, and this can be done very easily. But the gentleman is raising a question about a marginal age group where there might be some problem involved. In most instances there would be no problem involved. In cases that have come to my attention they have all been at least 18 or 19 years of age, and they would have known about this information.

Now you can argue that maybe in some instances you will not get the information you would like, but you will get a lot of information on a number of these applicants and we have to have all the information that is available when we take them into the Job Corps.

Mr. WAGGONER. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman.

Mr. WAGGONER. Is it not true, however, that information would be available on these youngsters in the age group to which you have referred who have had trouble with the law and have been fingerprinted as a result of that difficulty?

Mr. GOODELL. That is correct. I am informed this would be in a lot of instances covered and it would give you a valuable guide when you are taking these youngsters in.

Mr. HAGEN of California. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman.

Mr. HAGEN of California. Has there been any reluctance on the part of young people or their parents who might otherwise want to go into the Job Corps because of some of the boys who have been admitted into the Job Corps?

Mr. GOODELL. There is no question about that. Our desks are piled up high with letters from Job Corps enrollees who wanted to drop out because they fear for their lives and for their personal safety. This involves the entire problem of discipline in connection with the camps. But certainly when you are taking the youngsters who have criminal backgrounds into the camps, you ought to know it when you are giving them an opportunity to be in a facility where their opportunity should not jeopardize the opportunities of the rest of the boys in that camp. That is exactly what has happened in the case I referred to.

Mr. WILLIAM D. FORD. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, the real meat of this amendment is the requirement that every Job Corps enrollee be submitted to a procedure—and the gentleman has used this language—of fingerprinting similar to the military.

We are talking in most instances of an enrollee 17 years of age. We are talking about a very special group of people.

We are very proud of the fact that in

the experience of the Job Corps, we have had more applicants actually than we were able to take care of.

All of the Members of this body who have been deeply concerned with searching out and finding a program that would offer some opportunity for people in poverty and some challenge that they would rise to and accept, to pull themselves out of poverty, are gratified to know that we do not draft anybody into the Job Corps.

If a boy comes to the Job Corps, he comes there because he wants help and because someone has indicated to him that if he comes to the Job Corps he is going to find there a friendly reception; and if he can get in, an opportunity to participate in a program of communal living with his peers—from many parts of the country in many instances—and an opportunity to prepare himself for more advanced training and ultimately for gainful employment.

Twenty-eight percent of the boys coming out of the program are going directly into the military service.

The record we have of the conduct of these boys indicates that as an age group, their conduct when they are off the base and on their own time compares favorably with their age group at every level of society. I might say to the gentleman, that there is no major community in this country that can compare, when you consider the crime statistics for this age group against the population at large and put the figures up against the record of these kids. We are talking on the average, about a boy with 4 years of reading ability, underweight, unemployed, and from a broken home not to mention all these other problems.

He walks into the Job Corps center; and the gentleman from New York says, that the first thing we ought to do is grab him and fingerprint him as we do in the military.

Now if this were likely to produce a great improvement in the already very tight and stringent screening process, I would have no objection. I am not one of those who gets all excited about being fingerprinted. I do not know how many times I have been fingerprinted. But I have never personally considered it to be a difficult task. So I do not make the argument against fingerprinting in terms of any real strong feeling that it is a violation of this boy's rights.

But I think it is a serious mistake to subject this kind of boy, coming from the kind of environment that he is coming from, to a procedure that is likely to accomplish little or nothing in benefit for the Job Corps and is very likely—although not necessarily—because of the truth of the facts, but because of the effect it will have on him and what he believes to be the facts, to have a dilatorious effect on his attitude and our ability then to do something for him.

If we are talking about a criminal record of a 17-year-old, I might point out that with the screening process we already use is providing far more information than the fingerprint record would provide. Because, although a juvenile record in most States is protected and is suppressed so that a fingerprint record

check would not reveal the contents of that record, the screening process now engaged in by the Job Corps elicits information that would be found in such a record if it were available. Therefore, the present screening process provides more actual information on a confidential basis and does not subject the boy to the humiliating experience suggested by the gentleman.

Let us remember that if the amendment is adopted we would fingerprint not only those who come to the Job Corps with some suspicion of a change in their name or a record of some kind, but we would fingerprint everyone who would come through the door. The first official act they would encounter would not be one of friendship but one of hostility and the assertion of raw authority.

The CHAIRMAN. The question is on the amendment of the gentleman from New York.

The amendment was rejected.

AMENDMENT OFFERED BY MR. QUIE

Mr. QUIE. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. QUIE: On page 2, after line 23, insert the following:

"JOB CORPS—SELECTION OF ENROLLEES

"SEC. 103. Section 104(a) of the Act is amended by inserting after the first sentence thereof the following new sentence: 'The Secretary shall provide for the selection of persons for service in the Job Corps. He shall select for enrollment only persons he believes are unlikely to be able to benefit from education or training in any other facility or program and require a change of family or community environment in order to respond adequately to such education or training.'"

And renumber the following sections accordingly.

Mr. QUIE. Mr. Chairman, we recognize that the most expensive training program for any young person is the Job Corps. It was admitted by the Director in the Senate hearings that the average cost was \$9,200. He hopes by the end of another year he can probably get it down to between \$7,000 and \$8,000 per enrollee.

That is an expensive way to train a young person if he can be trained some place else at a lesser cost. So what the amendment would do would be to require that if he could receive the benefit of education and training in any other program, that is where he should be, and only in cases where a change in environment is required would he receive Job Corps training and be moved to another area.

We find there is an expansion of the residential vocational schools and there is a wonderful record among the vocational education schools. The one about which I submitted some information in the RECORD yesterday had an average cost of \$2,600. What a difference in Federal expenditures and the number of young people that can be helped with a program that costs on the average of \$2,600 as compared with one that admittedly costs \$9,200 per year.

Also, if they could be helped in the Neighborhood Youth Corps, the effort would be directed in that way. We hope

to offer an amendment for a Neighborhood Youth Corps in order that youth would get the necessary training and actual employment in industry and then a job in industry. Any of this type of program would be much better for young men.

Also if they could receive the type of training that would be offered by the Department of Defense, that would be preferable because there is use for them after they finish that type of training.

The Job Corps training would be limited to those individuals who could be helped by that type of training only, and that is what would be required in the guidelines when the Secretary determines who should be selected for the Job Corps.

Mr. POWELL. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentleman from New York.

Mr. POWELL. Did the gentleman in his figures as to the cost of rehabilitating a youngster count in the cost of acquiring property?

Mr. QUIE. As I understand, this is not counted in the average cost of \$9,200. I tried to determine what the Director, Mr. Shriver, used in ascertaining that figure during the hearings.

Mr. POWELL. Mr. Shriver said it was not counted in.

Mr. QUIE. I tried to determine from his comments what he meant. As best I could determine, those costs were not included.

Mr. POWELL. The best I could determine was the opposite. I think we both are right. He could not determine.

When we built the Rayburn Building it cost about \$830,000 per Congressman. That was the first year, and the expense now is over that.

Mr. QUIE. If we are going to train all the Job Corps trainees in the Rayburn Building, it will cost a fantastic figure. This is completely irrelevant, as if we were comparing a diamond ring with an orange.

Mr. POWELL. I would not say that. I believe the minority is very happy with the Rayburn Building also. What I am pointing out is that the cost has dropped in 3 years. The cost has dropped some in 3 years, from \$12,000, to \$10,000, to \$9,000. Is that not correct?

Mr. QUIE. That is what I understand.

Mr. POWELL. Then we may still have figures showing increasing drops in the future.

Mr. QUIE. I would hope so, but I do not expect it will ever get down to the neighborhood of the cost of the Youth Corps, of the Manpower Training, or of the Vocational Residential Training Schools. It will never get down to those.

What my amendment says is, if that training can be given in other programs, these applicants should be trained in these other programs, and only if they cannot be trained in those other programs, then they will be put in the Job Corps.

Mr. POWELL. Would the gentleman not agree that we are dealing here with the people in America who are below

what Secretary McNamara has called the "salvage line"?

Mr. QUIE. I believe these are people who are below the level of the urban training, but they are not below Job Corps training level.

Mr. POWELL. Does the gentleman not think it is cheaper in the long run to have this type of training, even though it might cost more, than to have the cost of prisons and mental hospitals and welfare costs?

Mr. QUIE. But my amendment does not prohibit training of these young people in these job centers—that is, for those who can qualify for it. It does not prohibit this. They would not be in prisons. It does say that if they can be trained in the less expensive programs, they will be trained in those programs rather than in the Job Corps.

Mr. WILLIAM D. FORD. Mr. Chairman, I rise to oppose the amendment.

A close examination of the amendment would indicate that there has been either a Freudian slip or a change in plans by the gentleman who has offered the amendment, because it makes reference to the "Secretary." A close examination of the amendment indicates to me that we have already voted on it once on this floor, because it is lifted out of the so-called Opportunity Crusade. The word "Secretary" I believe has been lifted from that proposal because it was anticipated that by the time that we reached this amendment, we would have transferred the Job Corps to the Department of Labor. Since we have not transferred it and have voted twice against transferring it, I would assume that where the word "Secretary" is used, it really means "Director of the Office of Economic Opportunity."

Mr. QUIE. Mr. Chairman, I ask that where the word "Secretary" appears, it be changed to the word "Director". This was taken from the "Opportunity Crusade", as a number of other amendments have been. Realizing the "Opportunity Crusade" was not adopted, we have taken parts of it and offered those as amendments in the hope that they would be adopted.

The CHAIRMAN. Is there objection to the request of the gentleman from Minnesota?

The Chair hears none.

The Clerk will re-report the amendment as amended.

The Clerk read as follows:

Amendment offered by Mr. QUIE: On page 2, after line 23, insert the following:

"JOB CORPS—SELECTION OF ENROLLEES

"SEC. 103. Section 104(a) of the Act is amended by inserting after the first sentence thereof the following new sentence: 'The Director shall provide for the selection of persons for service in the Job Corps. He shall select for enrollment only persons he believes are unlikely to be able to benefit from education or training in any other facility or program and require a change of family or community environment in order to respond adequately to such education or training.'"

And renumber the following sections accordingly.

Mr. WILLIAM D. FORD. Mr. Chairman, the gentleman's amendment at

first blush does not seem to be too unreasonable because, as a matter of fact, this is what is being done. However, the gentleman himself, in supporting the proposal of the gentleman from New York to move this program to the Department of Labor under the MDTA and therefore take advantage of the expertise of that Department, has spoken about the tremendous facilities which the Department of Labor and its agencies through the State departments of labor and the Employment Service have to perform which are necessary in this program.

By delegated authority from the Director of OEO to the Labor Department, there is a screening process in the recruiting for this program which takes place through the employment offices. Corpsmen enrollees are screened by labor department personnel operating under the Labor Department, to determine which program available through that agency would be best for them. It is only after they have been screened in this fashion that they go on to the Job Corps.

What the gentleman's amendment literally would do would be to force one additional step, or in fact a return back to the Office of Economic Opportunity of the portion of the program which has been delegated by agreement to the Department of Labor. It would be cumbersome. It would provide a statutory impediment to an already smooth working procedure which accomplishes, I believe, what the gentleman's amendment seeks to accomplish.

For this reason at this time I oppose the amendment, and I remind the Members we have already voted against it once today.

Mr. MARSH. Mr. Chairman, I move to strike the requisite number of words.

(Mr. MARSH asked and was given permission to revise and extend his remarks.)

Mr. MARSH. Mr. Chairman, I do not serve on the committee which has brought this legislation before us. I have had the opportunity, however, to hear testimony on the operation of certain Job Corps camps located on the public lands during consideration of the appropriation for the Interior Department.

As a member of the Subcommittee on Department of the Interior and Related Agencies of the Committee on Appropriations, I found particularly interesting—and, I must state, disturbing—the testimony of Mr. Charles H. Stoddard, director of the Bureau of Land Management, with respect to problems experienced by that Bureau in regard to Job Corps camps located on lands under its administration.

Mr. Stoddard, in an official report, sent through appropriate channels, sought to advance improvements in the camp program. He recommended that screening of enrollees assigned to camps on the public lands for training and work be conducted by the Departments of the Interior and Agriculture, which Departments have responsibility for the administration and development of these lands.

Another recommendation was that camp directors have greater discretion in disciplinary actions—that the director

not be required to consult higher authority, often as far away as Washington, before taking action against an enrollee whose conduct was disruptive of the camp program.

Mr. Stoddard suggested that there has been a wasteful expenditure of personnel in the maintenance of numerous levels of administration within the Job Corps, and that, in effect, the available funds, together with general guidelines, should be distributed from headquarters directly to the operating level.

Because Mr. Stoddard has a particular interest in the operation of what are designated conservation centers of the Job Corps, located on the public lands, he finds it uneconomic and ineffective to set up arbitrary boundaries, based on educational attainment, for the assignment of enrollees to either a conservation center or a so-called urban center.

These, Mr. Chairman, I believe would be accepted by most taxpayers as representing worthwhile improvements, assuming that we have a determination to insure that an enrollee not only is advanced in potential productivity, but also that the work he does will increase the economic stake all taxpayers have in the efficient development and management of the public lands. Would the gentleman from Florida care to comment on this memorandum?

Mr. GIBBONS. Mr. Chairman, will the gentleman yield?

Mr. MARSH. I yield to the gentleman from Florida.

Mr. GIBBONS. I am sorry I cannot give a specific answer about Mr. Stoddard. I have talked with Mr. Stoddard. He has been in my office. I will get the information tonight to give to the gentleman tomorrow.

It is my impression that Mr. Stoddard has been replaced in this particular job.

The OEO does have a very long and very detailed screening process for the enrollees. We are trying to get into this program some of those people who are pretty disadvantaged. One of the problems some of them have is that, to use a slang expression, they have been "busted." They have had trouble with the law.

Either we must let them roam the streets or go to jail, or try to do something constructive for them. We have to make some qualitative decision as to whether or not the man is really eligible and able to receive the training.

I cannot answer the question any more specifically than that now, I say to the gentleman. I will try to get the information for tomorrow.

Mr. MARSH. I thank the gentleman from Florida for his response.

Mr. Chairman, when the Committee rises I will ask unanimous consent to insert in the RECORD at this point the memorandum of Mr. Stoddard.

The memorandum is as follows:

OCTOBER 8, 1965.

MEMORANDUM

To Secretary.

Through: Interior Jobs conservation center coordinator.

From: Director, Bureau of Land Management.

Subject: Job Corps procedures.

The enclosed report presented to me by Dr.

Robert Rosenbluth, assistant director, Cook County, Ill., Department of Public Aid, sets forth his findings of a study of the operations of a number of Job Corps centers in the United States. We support and endorse the findings with regard to the Job Corps program as Dr. Rosenbluth has set them forth.

In light of his report corroborated by our experience in the operations of conservation centers, we wish to make the following recommendations.

RECRUITMENT

1. Better screening procedures are necessary in order to eliminate evident troublemakers, those candidates whom it is evident cannot adjust, and outright criminal types.

Screening should be carried out by induction-type centers. This procedure is presently being implemented at three such centers across the United States by the Office of Economic Opportunity. However, it appears to be evident from the high dropout rate being encountered at all centers that while the screening idea is a good one methods being used at present may be at fault.

We recommend that to provide effective screening and orientation, the induction-type center should be administered and managed by agencies within the Departments of the Interior and Agriculture. The same induction center should be used to serve both Agriculture and Interior and should be staffed cooperatively by both Departments using personnel ceilings authorized by OED for this purpose.

2. Every effort should be made to eliminate during the screening process all candidates not desiring to continue in the program for at least a 3-month period. All educational testing, medical testing, and clothing issues should be made at the induction center so the corpsmen continuing in the program may move directly to an operating center and engage immediately in the ongoing program. This will reduce the amount of disruption caused by continuing inputs of new corpsmen into operating centers; it will provide relief to operating center staff personnel who are already overburdened, and by eliminating half-hearted or unsatisfactory participants in the program at the induction center level should result in monetary savings to the Government.

ADMINISTRATION AND CAMP OPERATION

1. There are too many levels involved in the Jobs Corps operation. We would recommend that OEO provide high level policy, guidelines, and construction and operation funds in lump sum.

We would recommend the Department then dispense to the bureaus allotment of funds with guidelines and policy for their use, and the bureaus will implement operation of conservation centers along resource agency plans.

Inspections would continue to be carried out by OEO and Department when desired.

2. Center directors at the conservation centers must have greater latitude in dispensation of disciplines. Existing policy by OEO requires the center director to clear with OEO any action toward dismissing an unsatisfactory corpsman prior to the actual dismissal. There have been and there will continue to be many incidents arising at the centers which must be treated with immediately. The center director must have authority to invoke immediate dismissal for cause when in consultation with his staff such an action is unanimously arrived at.

STAFF TRAINING

Training of center staff personnel must be scheduled so as not to disrupt activation of new centers or management of recently activated centers. To minimize this disagreeable feature we would recommend that the staffs be entered on the rolls 5 months in advance of the activation date rather than the present 90 days prior to activation date so that

they will have a minimum of 1 month's time at the site prior to activation.

If this is not possible, consideration should be given to condensing present training schedules so as to allow the complete staff a minimum of 1 month's time at the center site to assist in preparation for the activation.

ENROLLEE TRAINING

1. Present screening procedures provide that only successful corpsmen applicants with a fifth-grade achievement level or less are automatically sent to conservation centers. Those having higher achievement levels are sent to the urban centers. Such a practice tends to downgrade the position of the conservation centers and limit the value of training which can be given the underprivileged. We submit that more can be achieved by having a proper mixture of higher level and lower level achievement among corpsmen at the conservation centers.

2. The practice of "graduating" corpsmen from conservation centers to urban centers when they have achieved an eighth grade level of education tends to remove from the conservation centers the "example setters" who could set a pattern for new corpsmen coming into the centers to follow. Retaining some of these enrollees would be of value to the center staff in achieving a successful program.

More use should be made of enrollee talent in providing good examples and guidance for newly entered corpsmen.

Summarizing, it is felt that implementation of the recommendations set forward above will lead to a more successful Job Corps program than we feel can be accomplished at present.

CHARLES H. STODDARD.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. MARSH. I yield to the gentleman from New York.

Mr. GOODELL. Mr. Chairman, I think it should be pointed out that although we are taking youngsters who have had brushes with the law, in many instances, as the gentleman from Virginia indicated, Mr. Stoddard's difficulty was that in running the Job Corps program he had no authority to discipline or to discharge enrollees who in his opinion were jeopardizing the opportunities of the others in the camp. This is rather effectively documented in this one instance. I appreciate the gentleman from Virginia bringing this to our attention.

Mr. MARSH. With reference to that point, in his memorandum on administration and camp operation in point 2 he cites that directors in the Job Corps camp centers must have greater latitude in their administering discipline.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Minnesota [Mr. QUIE].

The amendment was rejected.

AMENDMENT OFFERED BY MR. GOODELL

Mr. GOODELL. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. GOODELL: On page 3, after line 18, insert the following:

"JOB CORPS—DISCHARGE FOR FELONY CONVICTION

"Sec. 105. Section 104 of the Act is amended by adding at the end thereof (after the subsection added by section 104) the following:

"(g) Any enrollee in the Job Corps who is convicted of a felony committed during his enrollment shall be immediately dismissed from the Job Corps."

And renumber the sections which follow accordingly.

(Mr. GOODELL asked and was given permission to revise and extend his remarks.)

Mr. GOODELL. Mr. Chairman, I will not take my full time.

This amendment is one sentence, and it is very simple. If the Job Corps enrollee while in the Job Corps is convicted of a felony, he would be dismissed from the Job Corps. What are the implications of being convicted of a felony? First of all, in most instances, he would have a prison term. In other instances, if he does not, then it is the view of most of us that he should not return to the Job Corps. There may be other facilities to take care of him, but it destroys the morale of the Job Corps and of the rest of the enrollees if a man in his position is able to commit a felony and get away with it and then be able to return to the Job Corps and apparently have no punishment whatever or have anything which is a deterrent to himself or to others from repeating this kind of behavior.

Mr. WILLIAM D. FORD. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, once again at first blush this amendment seems rather harmless, and you might say how can anyone oppose the rejection or ejection from the Job Corps of a person convicted of a felony, because that sounds pretty bad. However, this whole program is designed to give to people, who in the opinion of those operating the program deserve it—and are willing to respond to it—and might benefit from it, a second chance. As it stands now, conviction of a felony or conviction of a misdemeanor, for that matter, which involves conduct inimical to maintenance of discipline in the Job Corps and which indicates that this person will not benefit from continued experience in the Job Corps will cause expulsion. We just passed an amendment a few moments ago giving the camp director authority to expel a member of the Corps when in his judgment it was the thing to do for the good of the Corps and for the good of the enrollee. We accepted that amendment from the other side. Having given the camp director this authority we would now turn around and take away from his any discretion with respect to a felony conviction. It happens that I know of a case, the gentleman from New York [Mr. GOODELL] I am certain is familiar with, because he wrote to Michigan to get all of the details on it, involving two corpsmen.

And, Mr. Chairman, as a lawyer, the gentleman from New York [Mr. GOODELL] knows that neither of the two boys charged with this particular offense could be guilty, unless they were both guilty. However, they were both tried by a jury and one of the boys was convicted by his jury and the other boy was not convicted by his jury.

In other words, Mr. Chairman, the jury in one case believed that they had committed this offense but the jury in the second case did not believe it.

Mr. Chairman, if the amendment which has been offered by the gentleman from New York [Mr. GOODELL] is adopted, the boy convicted, who in this case, and immediately put on probation and returned to the Job Corps must be expelled—apparently, the judge agreed with the jury that had acquitted the second boy.

Mr. Chairman, if the amendment which has been offered by the gentleman from New York [Mr. GOODELL] is adopted—this boy will be tossed out, even though he has been tried in a case where two juries have disagreed on the outcome and in the opinion of the judge and the opinion of the people operating that Job Corps camp, he can benefit by staying there.

In other words, Mr. Chairman, such a boy is getting a second chance which these three little lines on this sheet of paper would take away from him.

Mr. Chairman, I submit that having given the director of each of the camps authority to expel boys, we have gone far enough and we do not need any further mandatory language.

Mrs. GREEN of Oregon. Mr. Chairman, I move to strike the requisite number of words.

Mr. Chairman, I rise in support of the amendment.

Mr. Chairman, it seems to me that there is recognition in this House of Representatives that there is trouble in the Job Corps and if there are particular steps which we can take to eliminate the criticisms of the Job Corps program and to make it more workable, we ought to do it.

Mr. Chairman, on page 3 of the bill we placed a limitation on 45,000 enrollees in all of the Job Corps centers and the conservation camps.

Mr. Chairman, there is some question as to whether we have 5 million youngsters today who are eligible for the Job Corps. But, certainly, the figure is up in the millions, and it would seem to me that with that kind of a number from which we can choose 45,000 it is not unreasonable to serve notice to the young men and women in the country that if they cannot behave in the Job Corps, or if they do not value the opportunity that is being given them, and if they will not abide by the law and the rules and regulations that are laid down, just the same as is expected of any citizen in this United States to abide by the rules and regulations and the law, then we ought to say, if you are convicted of a felony while you are at the Job Corps center, then you are going to be thrown out of the Job Corps program. Thereby, we are simply making a place available for the other 950,000 youngsters who want the opportunity to participate in this program.

Mr. Chairman, there are hundreds of thousands of young people in this country who would like the opportunity to improve their lot, and who would abide by the rules and regulations and who would develop into decent citizens of the United States.

Mr. Chairman, it seems to me that the amendment which has been offered by

the gentleman from New York [Mr. GOODELL] is perfectly justifiable and that it would strengthen the program and it would say to the people in this country, we want young men and women to enter into this Job Corps and we want people enrolled who will value the opportunity and the privileges that we are trying to extend to them, at a cost of several thousand dollars per year.

So, Mr. Chairman, I hope the Committee will accept this amendment which in my judgment is entirely reasonable and justified.

Mr. ROUDEBUSH. Mr. Chairman, I move to strike the requisite number of words.

(Mr. ROUDEBUSH asked and was given permission to revise and extend his remarks.)

Mr. ROUDEBUSH. Mr. Chairman, I rise in support of the amendment which has been offered by the gentleman from New York [Mr. GOODELL].

Mr. Chairman, I believe that the amendment which has been offered by the gentleman from New York is perfectly in order and certainly needed badly in this piece of legislation.

Certainly, Mr. Chairman, I believe we are all very familiar with the extensive criticism that the Job Corps centers have had.

Mr. Chairman, today I picked up a release that appeared on the UPI wire which at this time I would like to read into the RECORD:

CAMP ATTERBURY, IND.—An altercation between a Negro and a white youth touched off a skirmish among trainees at the Camp Atterbury Job Corps Center last night in which four were injured and five jailed.

The trouble apparently started, the FBI said, when a Negro youth asked a white boy for a cigarette and hit him in the mouth with his fist when the white youth failed to answer him.

Authorities said 30 to 40 Negro corpsmen and about 20 white trainees joined in a brawl which ended 2 hours later when four FBI agents, four U.S. deputy marshals and a couple of carloads of military police got things under control.

Mr. Chairman, I believe this is an adequate definition of the need with reference to the amendment which has been offered by the gentleman from New York [Mr. GOODELL], and I hope that the Committee of the Whole House on the State of the Union will act favorably thereon.

Mr. GIBBONS. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, I yield to the gentleman from Michigan [Mr. WILLIAM D. FORD].

Mr. WILLIAM D. FORD. Mr. Chairman, there is some truth in what the gentleman says. There was a fight at the Atterbury Center yesterday evening. At least one corpsman was treated at Methodist Hospital in Indianapolis.

But Mr. Chairman, what does this prove, and how does it bear upon the amendment suggested by the minority? It is certainly no revelation that the Atterbury corpsmen are tough, and that to some extent they may harbor antisocial tendencies. That is a large part of why they are there—to be able to overcome the antagonisms and conflicts that years of poverty have instilled in them. But

the key fact is that this fight was broken up by the corpsmen's own security team, and the participants in the disturbance were rebuked by their own highly responsible peers, who were in the vast majority.

Also important, Mr. Chairman, is the fact that last evening's disturbance occurred despite the rigorous disciplinary and administrative procedures which have been in effect at Atterbury since Westinghouse Electric Corp., one of the giants of American industry assumed control of the center several months ago. Mr. Chairman, what would the minority amendment really do to preclude an occasional aberration of Job Corps progress such as occurred last evening at Atterbury? How in the world would the Department of Labor—or any other outfit—be able to do a better job than Westinghouse Corp. is doing in this terribly difficult area? What real promise do the Republicans hold out for a Job Corps which is both insulated from occasional disturbances and effective in dealing with our society's very most needy and disadvantaged young people?

Mr. Chairman, I say that the amendment which the minority so piously and sanctimoniously offers us would in fact provide no disciplinary improvement at all, but only confusion and disruption of a generally and increasingly effective, worthwhile, and desperately needed program. Let us not be swayed, Mr. Chairman, by appeals to the baser emotions. The Job Corps has already opened the doors of opportunity for thousands of young Americans—let us not slam those doors in the faces of many thousands more simply because of an untimely disturbance involving a small minority of corpsmen at one of 106 centers.

The pending amendment should be rejected.

(Mr. WILLIAM D. FORD asked and was given permission to revise and extend his remarks.)

The CHAIRMAN. The question is on the amendment offered by the gentleman from New York [Mr. GOODELL].

The question was taken; and on a division (demanded by Mr. GOODELL), there were—ayes 50, noes 52.

Mr. GOODELL. Mr. Chairman, I demand tellers.

Tellers were ordered, and the Chairman appointed Mr. GIBBONS and Mr. GOODELL as tellers.

The Committee again divided, and the tellers reported that there were—ayes 66, noes 75.

So the amendment was rejected.

AMENDMENT OFFERED BY MR. GOODELL

Mr. GOODELL. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. GOODELL: On page 3, strike out the quotation mark at the end of line 18, and after line 18, insert the following:

"(g) The Director shall establish appropriate procedures to insure that the transfer of Job Corps enrollees from State or local jurisdiction shall in no way violate parole or probationary procedures of the State. In the event procedures have been established under which the enrollment of a youth subject to parole or probationary jurisdiction is acceptable to appropriate

State authorities, the Director shall make provisions for regular supervision of the enrollee and for reports to such State authorities to conform with the appropriate parole and probationary requirements in such State."

(Mr. GOODELL asked and was given permission to revise and extend his remarks.)

Mr. GOODELL. Mr. Chairman, in view of representations made to me from the other side of the aisle, I ask unanimous consent to withdraw the amendment temporarily.

The CHAIRMAN. Is there objection to the request of the gentleman from New York?

There was no objection.

AMENDMENT OFFERED BY MR. GOODELL

Mr. GOODELL. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. GOODELL: On page 3, strike out the quotation mark at the end of line 18, and after line 18, insert the following:

"(g) The Director shall take such action as may be necessary to insure that for any fiscal year the cost of operating Job Corps centers (exclusive of capital costs including costs of construction and renovation) shall not exceed \$5,000 per enrollee in such centers."

(Mr. GOODELL asked and was given permission to revise and extend his remarks.)

Mr. GOODELL. Mr. Chairman, I first want my colleagues to know that simply because I got an amendment that came fairly close to winning, I am not being encouraged to offer a great many more.

We are almost at the end of the line on this section.

I do believe that this amendment goes right to the heart of the problem. It is a simple amendment. It says that by whatever means Mr. Shriver or the Job Corps Director may devise, they shall establish a program for the Job Corps with an average cost of \$5,000 per enrollee per year, maximum, exclusive of capital costs and renovation costs.

Mr. Chairman, the record is replete with examples of program after program, comparable to the Job Corps, that are administered well within the \$5,000 per enrollee figure.

By adopting this amendment, we would in a simple way force the administrators of the Job program to take the hard measures that are necessary to clean this program up—to shake it down, if you will—to put it in order.

The ramifications of the amendment, I believe, would be considerable. The Director of the OEO has testified that the cost of a Job Corps enrollee now is \$9,200 per year, on the average.

As indicated by the gentlewoman from Oregon, we have many examples of programs well below that figure. As I have indicated several times in this debate, we have variable vocational residence schools under that landmark vocational education bill we passed on a bipartisan basis, where the average is approximately \$2,600 per year per enrollee.

I believe the Job Corps could operate easily within these limits. I believe they could improve the program, and I believe we would restore a great deal of the con-

fidence that has been lost by the American people in this program if we took such measures and forced the administrators to clean it up and get it back on the road.

It has a great potential. I must reiterate, with all my frustrations with the way this program has been administered, I basically believe a Job Corps type of approach has an important place in the poverty program. It is regrettable, in fact it is tragic that this Job Corps program has been administered in such a cockeyed way.

Mr. GIBBONS. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, this amendment would effectively do what the gentleman from Minnesota [Mr. QUIE] and the gentleman from New York [Mr. GOODELL] have been trying to do all day, and that is close up the Job Corps. I do not know how much experience Members may have had as a practical matter with going out and trying to find, for example, a small church-related school for a high school age youngster. I am not talking about some plush, ivy-colored-wall place. I am talking about a good school where we can be sure we will get a good education for a boy that is not even handicapped. When we figure it out, they go to school 180 days a year, which is approximately a half year. That is all the board we pay for and all the instruction we are paying for. We are going to find that actually the cost, when we equate it on a yearly basis, is much higher than the \$5,000 cost the gentleman from New York [Mr. GOODELL] has been talking about. We are going to find that the \$5,000 cost will come much higher, because it does not include medical care, it does not include transportation, it does not include clothing, it does not include dental care. It includes just basic things, such as books and similar items.

In this program we are teaching people how to use the modern machine tools of America today. The instructional costs for operating this kind of facility are extremely high. When we are teaching people how to operate heavy equipment or complicated equipment, or expensive equipment, we are going to have a high teacher-pupil ratio. It is a tough job when we are running it 365 days a year, 24 hours a day, and we are furnishing, in addition to the instruction and maintenance of the person, probably help for another for another person who is being supported at home.

More than half of these young men and women involved in the Job Corps are supplying help back home, to help their younger brothers and sisters on a voluntary basis.

Actually, we cannot conduct a program for the cost the gentleman from New York [Mr. GOODELL] talks about.

I will have to admit that when we took on this program, in 1964 and 1963, we talked about \$4,400, but, frankly, we just did not know what we were talking about. We made a mistake. But the young men and young women who need this training are still there.

I want to get the costs down. The costs have continually come down. But we cannot operate Job Corps centers for

the cost suggested and provide what is needed. It is not just education. This is a rebuilding of the young person, from a mistake which has been made in his education or a mistake which has been made in his home environment. We have to scrape away a lot of scar tissue, to start all over again in many instances.

We simply cannot do it for \$5,000 a year. I hate to admit that is true, but it is true. I have looked at these facilities and it just cannot be done.

Mr. COLLIER. Mr. Chairman, will the gentleman yield?

Mr. GIBBONS. I am glad to yield to the gentleman from Illinois.

Mr. COLLIER. Would the gentleman accept the amendment, if it were \$10,000?

Mr. GIBBONS. Yes. I do not believe it needs to be that. We do not have that kind of cost now.

Using a \$10,000 cost is like saying the first can of beer which comes out of a brewery costs \$25 million. It is that illogical.

The costs are much below that now, and are coming down all the time.

This is tough. I hate to admit that the cost is going to be more than \$5,000, but it appears that it is going to be that way.

I believe the amendment, well intended as it is, would have the effect of gutting a worthwhile program.

The CHAIRMAN. The time of the gentleman from Florida has expired.

(On request of Mr. QUIE, and by unanimous consent, Mr. GIBBONS was allowed to proceed for 1 additional minute.)

Mr. QUIE. Mr. Chairman, will the gentleman yield?

Mr. GIBBONS. I yield to the gentleman from Minnesota.

Mr. QUIE. I spoke yesterday of Mr. Don Watson, of the Mahoning Valley Vocational School, who reported to the Perkins subcommittee and spoke of an average cost of \$2,600, even though some of these young men were dropouts from the Job Corps.

Mr. GIBBONS. But he is talking about 180 days a year, not 365 days a year, and that is the difference. He is talking about a half year.

Mr. QUIE. No. He is talking about a residential vocational school, where they stay the entire year.

Mr. GIBBONS. No, he is not. He could not possibly be doing it. It is impossible to do it.

Mr. QUIE. He showed us the figures on cost.

Mr. GIBBONS. You can go around the United States and you will not find these figures. They do not exist.

Mr. QUIE. Nobody claimed he was not telling the truth when he was before the committee.

Mr. GIBBONS. I fear the gentleman just did not understand him.

Mr. QUIE. I put it in the RECORD yesterday.

Mr. GIBBONS. There was so much in the RECORD yesterday. I am sorry, but I was not able to read it all.

Mrs. GREEN of Oregon. Mr. Chairman, I move to strike the requisite number of words.

I am not going to rise in support of the \$5,000 limitation, for I believe per-

haps this is a bit unrealistic. Neither would I like to have the impression go out across this country that everybody on my side of the aisle justifies what I consider outrageous expenditures on the part of the Job Corps.

I cannot think of a single program, whether at the college level or in the best secondary educational institutions in the country or the exclusive prep schools that are supported at such costs. We cannot find any that run up this kind of expenditure with the possible exception of the military academies. We cannot find any programs in penal institutions or detention homes or anywhere else, where 24-hour supervision is given where the costs are anywhere near the amount they are in the Job Corps in this country.

Just to stand up here and say that this kind of cost is justified I think gives the wrong kind of word to the Office of Economic Opportunity. I think people on my side of the aisle ought also to be saying that we cannot go on with this kind of a program and justify this amount of money.

I had a letter the other day from a woman in my district who said, "How can I possibly pay taxes to support people in the Job Corps centers at \$13,000 a year." She said, "Our total income is \$6,000 a year and we have three children. We had hoped that we would be able to send our three children to college. Instead of that you are passing a program in the Congress of the United States which says that I am to pay taxes to support one person at \$13,000 a year." A moment ago this House refused to throw a youngster out of a camp if he committed a felony during the year he was in the Job Corps. How many thousands of kids would like to have \$10,000 a year spent on them and how many would like to have the opportunity to improve their conditions and how many would like to have the opportunity to be contributing members of society? This House, by its action, said, "Do anything you want to in the Job Corps. Go ahead and commit a felony, and we will keep you and give you a second chance." I say let us give the second chance and an equal chance to the family that has a \$6,000 a year income and is trying to put three kids through college.

Mr. POWELL. Mr. Chairman, I rise to applaud the gentlewoman from Oregon for her remarks.

Mrs. GREEN of Oregon. Mr. Chairman, will the gentleman yield?

Mr. POWELL. I yield to the gentlewoman.

Mrs. GREEN of Oregon. I appreciate the applause, but I would prefer the support and vote.

Mr. POWELL. I know you would, but realistically, if we have a breakdown from the OEO, it shows in the coming year \$8,120. In the year after that it is \$7,765. As the author of this bill, the distinguished gentleman from Florida [Mr. GIBBONS] said, to support this amendment would be imposing this on every Job Corps of this Nation. It just cannot be done.

Mr. QUIE. Mr. Chairman, will the gentleman yield?

Mr. POWELL. I yield to the gentleman.

Mr. QUIE. In the OEO figures what do they say about rehabilitation of Job Corps centers? The capital outlay.

Mr. POWELL. That represents rehabilitation and not capital outlay. It is rehabilitation. Yes.

Mr. QUIE. Rehabilitation is included? What about capital outlay?

Mr. POWELL. It is not included. That was the colloquy we had before.

Therefore, Mr. Chairman, I urge that we vote down this amendment.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. POWELL. I yield to the gentleman.

Mr. GOODELL. I think it is time Congress imposed a specific limitation.

Mr. POWELL. Does the gentleman mind me interrupting him?

Mr. GOODELL. No.

Mr. POWELL. I think it is time for Congress to adjourn and go home.

Mr. GOODELL. This is the same OEO, I might say, Mr. Chairman, that estimated the cost would be \$4,700 a year. I do not think there is a person on either side of the aisle who is not deeply distressed by the administration of Job Corps camps and their cost. One way we will bring it down to realistic limits is by imposing a limit. I do not think there is any question in the testimony we have had in the vocational education bill that they can establish a program and it will not be a lush one, and they will have to eliminate many of the foolish things they are doing today to stay within it, but this will be a mandate from Congress that we do not expect them to spend that foolishly trying to help these youngsters.

Mr. POWELL. Mr. Chairman, as pointed out by our colleague, the author of the bill, "we"—I say "we," I mean your side as well as ours—made a mistake in taking the figures that were given us. They told us they could operate this program in the beginning at \$4,000-plus.

Mr. Chairman, that is just one of the many mistakes that have come down the primrose path from the national office of OEO.

Mrs. GREEN of Oregon. Mr. Chairman, I move to strike the requisite number of words.

(Mrs. GREEN of Oregon asked and was given permission to revise and extend her remarks.)

Mrs. GREEN of Oregon. Mr. Chairman, I rise in support of the amendment.

I would say to my colleagues on the other side of the aisle that an amendment to the amendment may be in order. Instead of a \$5,000 figure, which I feel is a not realistic this year—would they consider increasing it by about two thousand?

May I also point out the fact that the figures which have been given us by the Office of Economic Opportunity during the hearings which we have had on this legislation were almost 100 percent wrong.

Mr. Chairman, the only figures being quoted now are the ones that they project for the next year.

Mr. Chairman, what basis do we have to assume that they will be any more right in their projected figures for the next year than they have been in the past?

Certainly, if some kind of an amendment to the amendment would be offered, it is my opinion that the House would be well advised to consider it.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mrs. GREEN of Oregon. I yield to the gentleman from New York.

Mr. GOODELL. Personally, Mr. Chairman, I feel very deeply that they could operate within the \$5,000 figure. But in view of the history of the vocational schools and in view of the colloquy that has occurred and the statements that have been made about closing the Job Corps down, I would ask unanimous consent to amend my amendment to change \$5,000 to \$7,000.

The CHAIRMAN. Is there objection to the request of the gentleman from New York?

Mr. WILLIAM D. FORD. Mr. Chairman, I ask for the regular order.

Mr. Chairman, I object.

The CHAIRMAN. Objection is heard.

AMENDMENT OFFERED BY MR. QUIE

Mr. QUIE. Mr. Chairman, I offer an amendment to the amendment.

The Clerk read as follows:

Amendment offered by Mr. QUIE to the amendment offered by Mr. GOODELL: Strike out "\$5,000" and insert "\$7,000".

[Mr. QUIE addressed the Committee. His remarks will appear hereafter in the Appendix.]

Mr. WILLIAM D. FORD. Mr. Chairman, I rise in opposition to the amendment.

(Mr. WILLIAM D. FORD asked and was given permission to revise and extend his remarks.)

Mr. WILLIAM D. FORD. Mr. Chairman, I want to say very briefly simply this:

The chairman of our committee on the floor of the House just a few moments ago told the Congress very candidly that we do not expect the cost per enrollee to get below \$7,765 per year until sometime after fiscal year 1968.

We have not tried to fool anybody and tell them that this is a bargain-basement operation. I want to hasten to add that next year it will be cheaper than it was this year. This year it has been cheaper than it was the year before. But as our good chairman, the gentleman from Florida [Mr. GIBBONS] observed—the first unit of any large-scale production is the most expensive. I would like to suggest that if you total up the cost for a graduate from the first graduating class of the Air Force Academy, I think you would find an extraordinary figure. I do not know at what point the Air Force Academy will be able to say that they can train them for \$25,000 a year or \$20,000 a year.

If we gave the Air Force Academy and the Military Academy a specific figure and said "You cannot train any people unless you can train them at an average cost of X dollars," we would be saying to them, "Do not dare to try any innova-

tions. The important thing is not the product you turn out, but the important thing is reaching the point of turning out that product for a given price. The price is going to control what you do and not the end product of what we are asking you to do for the country."

I submit that if that would be fallacious reasoning as far as the Air Force Academy is concerned, certainly it would be fallacious reasoning for a program as important as this is.

All you are doing now is quibbling about dollars. The \$7,000 figure they offer would by our own admission would close us up. We are not saying we are going to be able to get down that low, but we are hoping to be able to get down to it. If you want to come up with \$8,000, there is a possibility we can meet this figure, but what if we do not, Mr. Chairman—what if we do not? This vote for each of us could mean accepting the responsibility for closing the program.

Mrs. GREEN of Oregon. Mr. Chairman, I rise in support of the amendment to the amendment.

Mr. Chairman, I think it is a great oversimplification to say all we are doing is quibbling about a few dollars. I think it goes much deeper than that. I think we are really talking about the survival of a program that could do a great deal of good in this country and a program that this House might well be proud of through the years and not ashamed of and not have to apologize for when we go back to our home districts.

I think the time has come when we ought to look at the people in this country also who are working very, very hard to support their children and put them through high school and put them through college and we are not giving them any help at all. I think maybe this is something that we ought to consider at the same time. Those families have to budget; they have to weigh priorities; they have to economize—yes, make personal sacrifices. Let me suggest some places in which we might save some money on the Job Corps. These are from my own personal knowledge.

I visited a Job Corps training program. They had classes there that could not compare with the classes in a single school in any district of any Member of this House in a regular school system.

In my own State of Oregon I suppose there are about 35 youngsters per teacher. In this Job Corps center I visited two academic classes—in one the teacher had two students and in the other the teacher had three students.

What about the slum areas that we all bleed and die for? What are we doing there where there are 40 youngsters in a classroom and you do not have enough money in the State and local taxes to cut down on the teacher-pupil ratio to a decent number so that they will not turn out more applicants for the Job Corps centers.

All right, we can cut some money there. We could have a larger class ratio than 1 teacher to 2 students—and I am not suggesting it should be 40, for these are special cases. We ought to have small classes but we do not need them that small.

I rode out on a plane the other day—and I was riding first class which is something I do not usually do. My seat partner was a youngster from Brooklyn who had been employed but had been recruited from his job on which he was earning \$54 a week. This boy from Brooklyn, N.Y., was traveling to Grants Pass, Oreg., to go into the conservation camp traveling on a first-class airplane ticket—originally bought as first class—not placed there because there was no coach seat available. We require civil service employees to travel tourist if at Government expense.

I think it is ridiculous for this Congress to say, "Well, any amount of money you want to spend on these kids is perfectly justified."

I would suggest that we cut out all first-class air travel for youngsters in the Job Corps centers and in the conservation camps. Then you could save money.

You accepted an amendment a while ago that we stop this business of this national busing binge. In order to help these youngsters we do not have to transport them from New York to Oregon or Oregon to Florida. How silly can we get? How many of your constituents in your districts can take an airplane and ride on a first-class ticket and go across the country at Government expense? "See America First" is fine but not originally recommended as part of the war on poverty, I suggest.

I suggest another place we can save money is in terms of personnel. I intend to offer an amendment later on. The Federal Government today is going out and buying personnel because there is no ceiling on Federal salaries paid. You have a ceiling on how much you can pay your teachers in your local school districts and that ceiling is measured by the taxes your constituents are willing to vote.

I had the national president of the American Guidance Association in my office last week. He is from Iowa. Do you know what he told me? He said in recruitment for the Job Corps centers they are saying to the counselors who have been hired—by the school districts. "If you will leave your job and break your contract, we will pay you \$2,500 more." I would suggest we should say to the Office of Economic Opportunity that it is time to save some money here.

In addition, I question the professional ethics involved. We cannot build one program by impoverishing existing ones. There are many other ways we could save money if we would try. I suggest that it is high time that this Congress said to the Office of Economic Opportunity, "We want you to conduct this program in the most economical way you can, not to sacrifice the quality of the program, but make it somewhere comparable in cost to programs that we have in other places."

Why should we spend this amount of money on each of 45,000 youngsters when we have millions of youngsters in the United States that do not have anywhere near these opportunities or these advantages?

Mr. POWELL. Mr. Chairman, I move to strike the requisite number of words.

The CHAIRMAN. The gentleman from New York is recognized for 5 minutes.

Mr. POWELL. I have been here for 22 years. I know the mood of the House. The gentlewoman from Oregon has always made sense when it comes to the field of education. I know that many Members on my side and in my committee may not agree with what I am going to try to effect, but looking at the table that comes from OEO I wonder if, in the interest of good legislation and economy, and yet not economy that would hurt, we could not have unanimous consent that the gentleman's amendment to the amendment of the gentleman from New York be \$7,500. If so, I would go along with it.

Mr. GROSS. Mr. Chairman, reserving the right to object, I think I have heard about the last word in horse trading around here. I do not know exactly what you have to sell, but believe me, you are doing it the wrong way, as far as I am concerned. This business of going from \$9,000 to \$5,000, then up to \$7,000, and now to \$7,500, suggests that you ought to get an auctioneer here to conduct a sale of this bill to the lowest bidder. At either \$9,000, \$7,500, or \$7,000 it is no bargain.

Mr. POWELL. If the gentleman will yield, I will say that as an experienced horse trader he should know.

Mr. GROSS. Mr. Chairman, I object.

Mr. TODD. Mr. Chairman, I rise in opposition to the amendment.

The CHAIRMAN. The gentleman from Michigan is recognized for 5 minutes.

Mr. TODD. Mr. Chairman, I yield to the gentleman from Michigan.

Mr. WILLIAM D. FORD. Mr. Chairman, it distresses me to have to disagree with any member of this committee because I am a very proud member of the committee. I think that we are proud of how well we work together.

It also distresses me that a lady with a great liberal background should be so terribly upset to find a job corpsman sitting in a first-class seat on an airplane. Before everyone gets all excited about how he happened to be in the first-class seat, let us reflect a moment on what we are talking about.

Every Friday night when I go to Washington National Airport there is a line of young military men, generally the lowest enlisted men on the totem pole, waiting at the standby desk. They ride for a reduced rate, and in return for the reduced rate, they take standby status. Everyone here who uses the airlines regularly knows that standby space, if any there be, going out of Washington, particularly for the west coast, is generally found in first-class.

They do not pay a first-class fare, but they wait until everyone who has a reservation gets on the plane. Then the fellow comes through and counts and says, "I have five seats." Where do you suppose he usually finds those five seats? He finds them in the first-class compartment. He does not then go up to the

tourist compartment and get five people to fill in. He goes back and says to five of these kids, who are waiting with their hearts in their mouths for a ride home, "I have five seats. Who are the first five in line?" Then those with the reduced rate tickets go up and sit in the first-class seats. I do not know if that is what happened in this case, but I simply suggest the possibility, before we cry too many tears about the terrible waste of putting this boy into the first-class seat, that we have enough charity in our heart to admit of the possibility, that there is some other explanation.

Mr. TODD. Mr. Chairman, I believe it is ridiculous for a proposition raising the cost by some 40 percent to be considered without analysis on the floor of this House. We were first talking about \$5,000 as being an acceptable figure. In less time than it takes to say "Jack Robinson," the minority side accepts \$7,000 as a reasonable cost. This indicates to me that they do not know what they are talking about. They have not done their programing and costing. If we are doing a job, I think we should put enough money into the job to end up with a young man who can take his place in society. I believe my constituents will support the work, and do their share.

We have a Job Corps in my area and we have our problems and we will continue to have our problems. But things appear to be getting better and they will hopefully continue to get better. It is being run more efficiently and costs are continuing to come down.

The problem with an ill-considered amendment to this bill will be that the job may be done improperly. I believe acceptance of either amendment would defeat the efficient and effective implementation of the purpose of the Job Corps.

Mr. COLLIER. Mr. Chairman, I move to strike the requisite number of words.

To preface my remark, I would suggest to the gentleman from New York, who said that he senses the mood of the Congress, that it might be well to sense the mood of the people of this country, who are faced with a tax increase next year.

Let me say further there are many people in my district, and in other districts throughout the United States, who believe basically in the war on poverty, and they will support it, but they will support it to a limit. I seriously doubt, my friends in this House, if today the average taxpayer, the fellow who carries a lunch pail to work in the morning, if he were sitting here and listening to this colloquy or this debate, would not sense the mood of the country too.

I do not believe the remarks of the gentleman from Michigan should be permitted to go without some question. I believe he said he did not believe we should carry a man through one of the military academies for less than \$25,000 a year. I am sure the military maintains much better records of expenditures than does the Office of Economic Opportunity, as has been evidenced by the RECORD.

The military academies estimate the cost is \$40,000 for each young man who completes 4 years—not 1 year—in the military academy. I might suggest that this does not include the capital investments, as this program does not include the capital investments. Furthermore, let me point out that these men are obligated to 1 year in the service of their country for each year of education they have obtained.

The CHAIRMAN. The question is on the amendment by the gentleman from Minnesota [Mr. QUIE] to the amendment offered by the gentleman from New York [Mr. GOODELL].

The question was taken; and on a division (demanded by Mr. QUIE) there were—ayes 65, noes 54.

So the amendment to the amendment was agreed to.

The CHAIRMAN. The question recurs on the amendment offered by the gentleman from New York [Mr. GOODELL], as amended.

The question was taken; and on a division (demanded by Mr. QUIE) there were—ayes 64, noes 61.

Mr. POWELL. Mr. Chairman, I demand tellers.

Tellers were ordered, and the Chairman appointed as tellers Mr. GOODELL and Mr. GIBBONS.

The Committee again divided, and the tellers reported that there were—ayes 63, noes 66.

So the amendment was rejected.

Mr. McVICKER. Mr. Chairman, I move to strike the requisite number of words.

(Mr. McVICKER asked and was given permission to revise and extend his remarks.)

Mr. McVICKER. Mr. Chairman, we are now considering authorization of the war on poverty for its third year. The administration's proposals continue to be ambitious. This year the President is asking almost \$2 billion to conduct the world's biggest fight against poverty. The expenditure of this money must be tested against the requirement of cutting domestic spending at all levels, wherever possible. The parts of this program dealing with education and retraining should be supported. The Republican effort to double the community action program authorization was properly defeated today and my vote helped to defeat it. I have said that this program is ambitious. The concept behind the program itself is almost startling.

When we first encountered the poverty program 3 years ago, I think all of us appreciated its novelty. Despite this novelty, however, there was already a firm tradition in our country supporting social insurance against individual indolence. This tradition represented a kind of war on poverty. We Americans refuse to accept the destitution of any of our people, although we do insist that the people we help must eventually help themselves.

We have had for these decades institutional means of preventing evils of poverty, which are framed in these terms. Minimum wage legislation, unemployment compensation, and social security make up the backbone of our institu-

tional defenses against poverty. These tools have earned their place as buttresses of our economic system. This system, regardless of what some critics say, is still basically centered on individual self-reliance in the economic realm. Now we could not do without these tools. They are accepted by our people, and they are part of the American commitment to prevent unacceptable poverty.

By a well-known historical process these tools, originally villified and scorned, have earned public acceptance, and even reverence, because they work. The poverty program may earn the same acceptance in time. Yet the poverty program is intrinsically different in its basic concept, and decidedly different in its current degree of public acceptance.

Our other defenses against poverty trace their lineage directly to the American tradition of community assistance to people in situations of extraordinary need. They are like the spontaneous fire brigade in a frontier village. Most of them were born in the midst of a great depression, when only the Nation as a whole was a large enough community to put out the fire. Communities and families were largely unable to help their own as they would have liked, and as they had in other emergencies. The United States felt compelled to adopt permanent, general measures. Social insurance is not peculiarly American. In fact, we were latecomers to this field. On the other hand, there is nothing about social insurance which runs against the American grain. Quite the contrary is true.

The poverty program, fairly obviously I think, transcends this tradition of extraordinary aid in emergency situations. The situation of our poor can not rightly be called an emergency, because emergencies happen only occasionally. Their situation is worse; it is a permanent condition for most of them.

Social insurance provides a floor on which we all can stand. With the poverty program we are talking about a recasting of the quality of life our poorer people live. We are talking about giving them a hand, and pulling them out of a deplorable condition into an acceptable one. Whenever education and the learning of new skills are paramount, lives are made over. But never has there been such a deliberate attempt to redefine the lives of the economically disadvantaged. This is ambitious in the extreme. It is in some ways historically unprecedented.

The war on poverty has different antecedents in American history from social insurance, but they are there. This country throughout its history has been a Christian nation. One important aspect of our Christian belief is charity coupled with compassion. What is the motivation behind the poverty program? Could it not be considered the finest example of institutionalized compassion in American history?

Despite the complementary things I have said about the poverty program, I think familiar criticisms of it are generally well-deserved. The poor whom the program is meant to benefit criticize it. The taxpayer who is required to sup-

port it criticize it. Something must be wrong. I believe the program does waste some money, and it is not always administered with an eye to the interests of the poor it is designed to help.

I believe one large oversight on our part has been our tendency to ignore nongovernmental sources of help in the battle against poverty. I want to make this point strongly, and one clear example occurs to me. Since this program is so much in line with our Christian heritage, why do we not rely more extensively on our churches?

We in Congress will consider this program again next year. Before we do, I would like to see the administration and the Congress give serious thought to the possible recruitment of church volunteers as workers in the various activities of the war on poverty.

The potential advantages are clear, if all the necessary changes in our approach are not. Acceptance of church volunteers, working without reference to denomination, would cut costs. The administration might regard this approach as an appropriate step in its avowed attack on inflation. Certainly the overburdened American taxpayer would welcome relief. There are capable and experienced people in our churches who would willingly give up their time and serve as unpaid volunteers, especially for a program so well suited to their religious concerns.

Church volunteers have so often shown in countless endeavors what can be accomplished by the initiative of concerned individuals. Why not urge upon them another opportunity with this concerted attack on poverty. I would not be surprised if their initiative were more effective than what we have now.

In closing, may I say that I foresee two dangers with my suggestion, which must be skirted. Autonomy of church and state must be preserved, and we would have to insure that they would not impinge on each other's domain while working together. The public has a deep interest in preserving such separation. Finally, we must insure against any maneuvers in the war against poverty which detract from the active participation of the poor themselves. They must continue to bear the major responsibility for helping themselves, or their problem will not be solved.

Mr. ANNUNZIO. Mr. Chairman, we have before us for consideration a most important and vital piece of legislation, H.R. 15111, the Economic Opportunity Amendments of 1966.

I take this opportunity to commend the Honorable ADAM CLAYTON POWELL, chairman of the House Committee on Education and Labor, for his keen insight and great understanding of the problems facing those who are poverty stricken in the United States.

I also want to congratulate the members of the Ad Hoc Subcommittee on Poverty for their intensive study and dedicated efforts which resulted in bringing before the House a measure that will be beneficial to over 35 million Americans, or one-fifth of our population, who are living in poverty and need help now.

Indeed, the entire House Committee on Education and Labor is to be commended

for presenting to the House a constructive and meaningful bill that will increase the effectiveness of the poverty programs which were initiated almost 2 years ago.

We have come to recognize that poverty is a way of life for a particular segment of our population and that millions of Americans are living in squalid surroundings without hope for a better future. These people lack education, skills, decent housing, and adequate food. They do not share in the benefits and opportunities which are every citizen's birthright here in America.

This vicious circle of poverty cannot be broken by doling out public welfare, or by condemning the poor for their lack of aspiration, or by glibly saying that education alone is the solution. Our society has a compelling moral commitment to help the poor help themselves. The Economic Opportunity Amendments of 1966 are designed to accomplish that very objective.

The impressive record of achievements made under the Economic Opportunity Act of 1964 is strong enough evidence in itself to warrant continuing the war on poverty. Under the program now in effect, people are being trained. They are acquiring skills. They are becoming jobholders. They are being taken off the relief rolls. Every man, regardless of his station in life, his race, or his creed, needs to be a breadwinner and a homemaker. He needs to make a positive contribution to his community. The only way he can do this is by holding a job, receiving a paycheck, earning respect and dignity, and becoming an asset in our society.

Sargent Shriver, the able Director of the Office of Economic Opportunity, has given skilled guidance and cohesiveness to the economic opportunity programs. Under his direction, the programs have been carried out with imagination, initiative, and enthusiasm. I commend Sargent Shriver and his staff for carrying the war on poverty directly to the grassroots where help is needed the most and for reaching the poor people in their own neighborhoods throughout America.

The accomplishments of the various programs which are part of the war on poverty are many. There were over 500,000 enrollees in Neighborhood Youth Corps projects in fiscal year 1966, more than 500,000 children participated in Headstart programs this past summer, 3,274 VISTA volunteers served in slum neighborhoods, mental hospitals, Indian reservations, and migrant worker camps, adult basic education classes were in operation in 45 States, and there were 224 Upward Bound projects, 36 foster grandparent programs, and 162 legal services offices were opened.

The legislation under consideration before us would consolidate and strengthen these very real gains that have been made over the past 2 years. The proposals continue to emphasize employment, education, and training as the primary tool in the effort to rise from the hopelessness of poverty. Headstart funds would be almost doubled, the au-

thorizations for the Neighborhood Youth Corps would be raised some 80 percent. The work experience program, under title V, will be reorganized to provide more effective coordination with the manpower development and training program, and the public employment service. More attention will be given to the group of hard core unemployed, over the age of 45, who will be employed in projects in such areas as conservation, beautification, and public health and safety. All of these are worthwhile efforts and should be supported.

President Lyndon B. Johnson, in advocating the initiation of the war on poverty, declared:

Our fight against poverty will be an investment in the most valuable of our resources—the skills and strength of our people.

Mr. Chairman, I want to express my wholehearted support for the Economic Opportunity Amendments of 1966 and to urge my fellow Congressmen to enact this legislation in order that the war on poverty may continue and every American may avail himself of all the opportunities and benefits of our American way of life.

Mr. SCHISLER. Mr. Chairman, I have received a letter from the Honorable Otto Kerner, Governor of Illinois, regarding the community action section of the Economic Opportunity Act, title II-A, and commenting on the act in general.

We in Illinois have had an opportunity to develop and benefit from economic opportunity programs like Headstart, the foster grandparents project, and numerous community action projects. The programs should be continued and encouraged so that more of our local people will have an opportunity to participate in the fight against poverty.

Governor Kerner's comments deserve to be heard at this time, and I share his letter with my colleagues here today:

OFFICE OF THE GOVERNOR,
Springfield, Ill., September 19, 1966.

HON. GALE SCHISLER,
U.S. Congressman,
House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN SCHISLER: As the Congress considers further funding of the Economic Opportunity Act, I would respectfully call to your attention the special benefits of the Community Action Section of the law, Title II-A.

Illinois now has Community Action Committees serving nearly every community in the State. Citizens all over our State have met the challenge implied in Community Action by developing programs at the local level to deal with the conditions of poverty as they are able to determine them. This is only possible because the funds made available to Community Action Committees have been unrestricted and could be used to develop programs best suited to meet the needs of the poor in the particular areas they serve.

We hope, therefore, that you will support the passage of the appropriation without undue limitations or restrictions on the use of funds. We feel strongly that funds which are earmarked for specific purposes under Community Action limit the range of choices available to local committees to deal with the problems of the poor. This local initiative and determination should be preserved so that the War on Poverty can continue as a truly home town fight.

I should like to urge also that the entire range of programs involved in the Economic Opportunity Act be fully funded so that we can expand our War on Poverty on every front.

With kindest regards,
Sincerely,

OTTO KERNER, Governor.

Mr. GILLIGAN. Mr. Chairman, I announce my support of section 211.1 of the Economic Opportunity Act of 1966.

This section of the bill (H.R. 15111) is the result of many months of work by the full employment steering committee of the Democratic study group of which Representative JAMES H. SCHEUER, of New York, was chairman and I was vice chairman.

Our committee become concerned early last year over the need to insure that our economy is able to offer a job to every employable person and an intensive study was made. The recommendations of our committee were incorporated in the Scheuer amendment which the House Education and Labor Committee wrote into the 1966 Economic Opportunity Act. The proposed program would greatly increase the number of available jobs in public service employment.

Three main reasons were advanced by the DGS committee for putting the poor into subprofessional jobs: First, new Federal programs in the field of health, welfare, and education required a large number of professional and subprofessional personnel to operate them; second, as the economy continued to prosper and unemployment dropped, there would be an increasing scarcity of subprofessional workers; and third, subprofessional jobs would provide steady employment.

This bill would authorize \$88 million to help provide a start in giving employment opportunities within subprofessional groups in areas of great public need.

With the advent of the medicare program, a great need has arisen for a large number of professional and subprofessional personnel in the field of health.

Subprofessional jobs created in medical institutions could provide needed assistance to doctors and nurses. These jobs could include nurses' aids, and orderlies. It would also be possible to provide better nursing homes and care for the aged by training aids for the nurses and therapists for home visitation service.

Public and private "human service" areas cover a wide variety of jobs—ranging from health and teaching aids to jobs in highway maintenance and gardening, waterfront cleanup, grounds-keeping, park construction and maintenance, slum cleanup, and minor repairs of public buildings, which will go a long way in meeting our country's various needs as well as helping to improve the beauty of our Nation. This program in conjunction with the programs already in existence, such as the Appalachian regional development, public works and economic development, manpower development and training will help us meet our goal of a 3-percent rate of unemployment by 1970.

The subprofessional worker will perform many of the less demanding, but

time consuming, tasks previously done by professionals. At the same time, this will enable many of the Nation's needy to find a new sense of personal dignity and worth by making a substantial contribution to themselves and their country.

For the hard-core unemployed, the work experience would be combined with education and assistance including basic literacy and occupational training. Many of the hard-core unemployed have not been able to avail themselves of the opportunity to take part fully in American life. Americans, as a whole, are so well fed, well educated, and economically secure that it is hard for them to comprehend the life of the underprivileged, to even imagine the void which exists when a person can neither read nor write. Through this well-balanced program of useful work, basic education, and training, the hard-core unemployed will be able to develop self-confidence and a sense of achievement needed to break through the barrier of extreme poverty.

Public participation is essential in order to make this endeavor a success—to help the very poor to help themselves. It is most important that our citizens give freely of their time, their knowledge, and their effort and join their government in working for a common objective.

The National Commission on Technology, Automation, and Economic Progress on February 2 estimated that there were 5.3 million potential sources of new jobs through public service employment.

The Commission broke down that figure as follows:

Sources of employment:	
<i>Job potential</i>	
[In millions]	
Medical institutions and health services	1.20
Educational institutions	1.10
National beautification	1.30
Welfare and home care	.70
Public protection	.35
Urban renewal and sanitation	.65
Total	5.30

Our goal of a 3-percent rate of unemployment by 1970 continued over the years could help to eliminate the high pockets of unemployment which exist among certain racial and age groups. But even if we achieve a 3-percent unemployment rate in the next 10 years less than 10 percent of those families now in need would be lifted above the poverty line, and the level of unemployment among Negroes would still be unconscionably high. Thus it is clear that there will not be jobs for the poverty group unless positive steps are taken under a specific program of action tailored to the special needs of those in the poverty category.

The majority of Democratic study group members supported the President's conduct of the war in Vietnam. That campaign against aggressive Communist imperialism must be carried on, mobilizing the full force of our economic capacity in manpower as well as materials. But I want to point out that at the same time we affirm our continuing com-

mitment to programs to help our own poor become self-supporting by affording opportunities to perform socially and economically useful work. If we believe in the concept of justice in the rice paddies of the Far East, we also must believe in it at home; if we seek economic development in the Far East, we must at the same time seek it at home.

This section of the bill, as well as the entire bill, deserves the support of the Congress and the support of the entire Nation.

Mr. KEE. Mr. Chairman, I enthusiastically support H.R. 15111—Economic Opportunity Amendments of 1966—as reported by the Committee on Education and Labor and particularly I highly commend our distinguished colleague—Congressman SAM GIBBONS—for his dedicated efforts on behalf of those less fortunate.

Sargent Shriver—Director of the Office of Economic Opportunity—has performed the responsibilities placed upon his shoulders in a magnificent fashion. In establishing a program of this magnitude it is obvious to anyone who looks at this program in an objective manner that there have been very serious problems involved.

I am happy to share with my colleagues three accomplishments of this program under Director Shriver's leadership which have been most constructive.

With reference to the Neighborhood Youth Corps projects in the State of West Virginia, two of which are located in the Fifth Congressional District, I am pleased to report the following accomplishments:

During fiscal year 1966, Neighborhood Youth Corps projects were approved in Mingo County for 200 inschool enrollees, and in Wyoming County for 150 enrollees. Each of these projects was extended to provide a summer component for 100 enrollees. In addition, two statewide projects were funded in West Virginia. One, sponsored by the West Virginia State road commission, provided summer job opportunities for a total of 3,350 enrollees at a Federal cost of \$1,392,860. The other, sponsored by the department of natural resources, provided job opportunities for 600 enrollees at a Federal cost of \$294,690. Each county of the Fifth District participated in both statewide projects.

Reports indicate that the program was well received in the State and was greatly beneficial in assisting young people to remain in school, and in providing a worthwhile work experience for those who had left school.

Efforts at placement of enrollees who have graduated from these projects have been generally successful, with some work stations providing permanent jobs for their graduates. As an example—one enrollee was assigned to work in the printshop of the Appalachian Regional Hospital. The supervisor of the printshop was so impressed with the job done by the enrollee that he hired him as a full-time employee when his enrollment with the Neighborhood Youth Corps was completed.

With reference to the Job Corps, I am delighted over the contents of a letter

which I received from a valued constituent of mine, Mr. Donald H. Boyd, who served as recreational director of Timber Lake Job Corps Conservation Center in Estacada, Oreg. In January of this year my constituent wrote me the following letter which shows the accomplishments that have been made—as well as the enthusiasm in this successful venture:

I would like to take this opportunity to inform you of the progress of Timber Lake Job Corps Conservation Center. We have been an activated center for approximately five months. Currently we have an enrollment of two-hundred and two young men from forty three States.

Personally speaking, this past five months have been the most challenging and interesting of my entire life. Timber Lake has had minor failures but it has had considerable success, which has far surpassed the failures.

The marked growth progress in many of our young enrollees in the areas of education, work skills and more important proper attitude has been remarkable.

I feel that Job Corps is certainly one of President Johnson's basic weapons in his "war on poverty." I know that as a Member of Congress and as a native of West Virginia you are deeply interested in this program. I am enclosing a brochure of our center and would like to issue you a personal invitation to visit Timber Lake.

In closing, I would like to repeat my expression of appreciation to you for assisting me in obtaining a position with the Job Corps. It has been a most satisfying experience for me.

With reference to Project Upward Bound, I am especially pleased with the outstanding success of this program at West Virginia Institute of Technology at Montgomery, W. Va. This program has well justified the investment of Federal funds.

Dr. Leonard C. Nelson, president of West Virginia Institute of Technology, is a most effective educator and administrator. Dr. Nelson most thoughtfully forwarded to me a number of letters from those students who benefited from this program. It does my heart good to read these unsolicited and complimentary letters from students as well as parents attesting to the value of this program. Without the Upward Bound program these students, who will be among the leaders of our Nation tomorrow, would not have had this opportunity to better prepare themselves for the responsibilities that one day will be theirs. In each letter the students have expressed the fact that they realize a definite benefit from this program and many have expressed a desire to be selected next year for further advancement under the program. These 25 letters have given me further confidence in the future of the youth of America.

Mr. POWELL. Mr. Chairman, I move that the Committee do now rise.

The motion was agreed to.

Accordingly, the Committee rose; and the Speaker having resumed the chair, Mr. Brooks, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee having had under consideration the bill (H.R. 15111) to provide for continued progress in the Nation's war on poverty, had come to no resolution thereon.

LEGISLATIVE PROGRAM FOR THE
BALANCE OF THE WEEK

(Mr. ARENDS asked and was given permission to address the House for 1 minute.)

Mr. ARENDS. Mr. Speaker, I ask for this time for the purpose of inquiring of the acting majority leader if he could give us some indication as to what the tentative plans for tomorrow may be regarding this particular piece of legislation.

Mr. BOGGS. Mr. Speaker, will the gentleman yield?

Mr. ARENDS. I yield to the gentleman.

Mr. BOGGS. I appreciate the gentleman's inquiry. We are making, I believe, fair progress on this very controversial measure.

We would hope, in the light of the pressing schedule and in the hope of being able to complete our entire program of the Congress, to possibly conclude this bill tomorrow.

But I do not believe that would be possible unless we come in early and I shall make the unanimous consent to do so at the proper time.

Mr. ARENDS. Mr. Speaker, before the unanimous-consent request is made, I would like to complete what I had in mind; namely, that if we did complete this bill tomorrow, it is anticipated we will take up the tax bill tomorrow, then? This would be the business for tomorrow, and the tax bill to follow on Friday?

Mr. BOGGS. Mr. Speaker, if the gentleman from Illinois will yield further, I can assure the gentleman that I doubt we shall be able to get to the tax bill on tomorrow. We will be very fortunate, in my judgment, to finish this bill tomorrow, even if we come in early.

Mr. ARENDS. This bill will be the business for tomorrow, even if we come in early?

Mr. BOGGS. Mr. Speaker, if the gentleman will yield further, it will be the business for tomorrow, regardless. We would hope to finish it on tomorrow.

Mr. ARENDS. What I am asking—and I hope the gentleman from Louisiana will clarify his statement at this point—is this:

When we complete the action on this bill tomorrow, regardless of what it is, this is the business for tomorrow, and we will take up other business on Friday?

Mr. BOGGS. Mr. Speaker, if the gentleman will yield further, this is the business for tomorrow.

Mr. ARENDS. And, on Friday we will take up the tax bill as presently planned?

Mr. BOGGS. That is correct.

Mr. ARENDS. Mr. Speaker, I thank the gentleman from Louisiana.

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HOOR OF MEETING ON TOMORROW

Mr. BOGGS. Mr. Speaker, I ask unanimous consent that when the House adjourns today it adjourn to meet at 10 o'clock on tomorrow.

The SPEAKER. Is there objection to the request of the gentleman from Louisiana?

Mr. GOODELL. Mr. Speaker, reserving the right to object, I have no disposi-

tion whatsoever to delay the consideration of this legislation. I hope we can finish it expeditiously, but I do believe it is important legislation and should have full and adequate debate.

Mr. Speaker, I do not believe it is in the interest of the country or in the interest of this Congress or in the interest of the program, that we fail to give adequate and careful consideration to every single amendment that could possibly improve or correct this program.

This has been illustrated late this afternoon with reference to a number of amendments in which it has been evidenced from both sides of the aisle that there are many things that can be done to improve this program.

Mr. Speaker, we were extremely distressed when in my opinion with a little more liberality and fairness, we could have had complete agreement on the expeditious consideration of the substitute earlier today, but it was moved suddenly that we close off all debate.

Mr. Speaker, I believe the experience for the rest of the afternoon would indicate, after the steamroller close off on debate on the substitute, that we are offering amendments that we feel deserve full debate. We did not even take the 5 minutes allocated in many instances. We presented the amendment and explained it in each case. Only if a colloquy developed did we use the full 5 minutes.

Mr. Speaker, I would hope that we could have the assurance of the leadership that if it develops we cannot have fair and full consideration of all amendments in one day, we will work on tomorrow until we finish with a full and careful consideration of those amendments, or carry over until Friday—to meet early Friday morning—or, perhaps, go over into next week.

Mr. BOGGS. Mr. Speaker, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman from Louisiana.

Mr. BOGGS. I would reply to the gentleman from New York [Mr. GOODELL] by saying that the purpose of the request to come in early tomorrow is to provide a greater amount of time during which to discuss amendments. Surely, if there were any desire on the part of the leadership to restrict debate, we would come in at the regular time, at noon on tomorrow.

Mr. GOODELL. Mr. Speaker, I appreciate that fact, but unfortunately, when it is as overwhelming as it is in this House—2 to 1, one of the few devices we have on this side is when a unanimous-consent request is made.

Mr. Speaker, I want to go along with this procedure, but I hope that in doing so we will not be treated to the same kind of spectacle tomorrow to which we were treated today, when we had 20 Members standing on the floor asking to be recognized when a motion was made to limit debate to a period of 10 minutes.

Mr. BOGGS. Mr. Speaker, if the gentleman will yield further, obviously the request was designed to give greater time during which to discuss the bill, and not to cut off discussion.

Mr. Speaker, if the intention were to

reduce the time for the consideration of this legislation, we would come in at noon. And, I would presume that the Members managing this bill would try and limit debate. But there has been no expression made either by the chairman of the full committee or by any member of the subcommittee or any member of the committee to unduly limit debate. And I can assure the gentleman that it is not the present intention to do so.

Mr. GOODELL. Mr. Speaker, I withdraw my reservation of objection on that assurance from the acting majority leader.

The SPEAKER. Is there objection to the request of the gentleman from Louisiana?

There was no objection.

FURTHER MESSAGE FROM THE
SENATE

A further message from the Senate by Mr. Arrington, one of its clerks, announced that the Senate had passed without amendment a joint resolution of the House of the following title:

H.J. Res. 1308. Joint resolution making continuing appropriations for the fiscal year 1967, and for other purposes.

The message also announced that the Senate agrees to the report of the committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 11487) entitled "An act to provide revenue for the District of Columbia, and for other purposes."

The message also announced that the Senate agrees to the report of the committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 14088) entitled "An act to amend chapter 55 of title 10, United States Code, to authorize an improved health benefits program for retired members and members of the uniformed services and their dependents, and for other purposes."

The message also announced that the Senate insists upon its amendments to the bill (H.R. 15857) entitled "An act to amend the District of Columbia Police and Firemen's Salary Act of 1958 to increase salaries of officers and members of the Metropolitan Police force and the Fire Department, and for other purposes," disagreed to by the House; agrees to the conference asked by the House on the disagreeing votes of the two Houses thereon, and appoints Mr. BIBLE, Mr. MCINTYRE, Mr. TYDINGS, and Mr. PROUTY to be the conferees on the part of the Senate.

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HEADSTART PROGRAM

(Mr. ADAMS asked and was given permission to address the House for 1 minute and to include extraneous matter.)

Mr. ADAMS. Mr. Speaker, I have just received from the minister of Trinity Episcopal Church in Seattle, Wash., a statement regarding the Headstart program which took place during the summer in the church school building.

I find that this a wonderful expression of hope for our community and I thought

my colleagues would be interested in this capsule report of one Headstart program in the city of Seattle.

SPECIAL FEATURE FROM THE RECTOR'S DESK

The Parish House has never been noisier. Food smells permeated the place for weeks. Animals, birds, fish, empty birds' nests, and plants have been in classrooms which never had them before.

The special, intensive, depth operation Head Start Program took over the place since Church School ended at the beginning of the summer.

It has been the happiest summer in the Parish House in my rectorate.

Happiest, because as I made my rounds from gym to the top floors, I watched how each day, one or the other small boy or girl would begin to break out of the silence of emotional tension, to breach the barriers of communication with their peer group and their elders.

Happiest, because out of silence and restraint came the open show of affection and the need for it.

Happiest, because I watched five year olds come out of the fear of their parents and all adults, to grab my hand and pull me to their messy paint, shapeless clay figures, or just to lean up against my body.

Happiest, because perhaps for the first time, I saw some of the neighborhood Indian children participating, rather than sliding down the parking lot blackberry patch, or climbing the cement wall to hang themselves on their clothing as they are impaled on the raw edge of the chain link fence!

Happiest, because I have observed that the color of a child's face has no color in the eyes of the friendly other child. Watch a polyglot mixture of caucasian, oriental, negro, and indigenous children play, fight, eat, sleep, love, and work and you have an image of what our Lord not only wants for them, but for their parents, too!

Happiest, because I could, with candor, discuss the problems of emotional and political resistance, the conflicts arising from Federal aggressive planning as against cautious conservative local resistance and see the reasons for it and some of the solutions that are aworking.

Happiest, because of the chance to meet some of the recognized leaders, to hear their thoughts, to test thir reactions, to share observations, and their hopes for the emotionally, or intellectually, or socially deprived children who are the victims of famiy or social climate beyond their control or correction.

Happiest, because by sharing our facilities, we, the volunteers from the Parish, have moved out to meet the needs of a wider community and, God willing, a healthier, happier, better adjusted future for at least 45 four and five years olds.

P. E. LANGPAAP.

STANDARDS OF CONDUCT FOR REGULATORY AGENCIES—CONTROL OF IMPROPER INFLUENCE

(Mr. FASCELL asked and was given permission to extend his remarks at this point in the RECORD.)

Mr. FASCELL. Mr. Speaker, all too long the problem of influence peddling by those who seek to influence the decisions of quasi-judicial Federal agencies has continued.

There is evidence that questionable efforts to influence Federal decisions continue today, more than 6 years after a special committee of the American Bar Association studied the problem in detail and recommended legislation to provide a solution.

Many investigations before and after that study have disclosed improper influence on Federal agencies with regulatory responsibilities in making decisions.

It was found that pressures and representations were made to Federal board members. These requests were made by Members of the Congress, members of the executive branch, and by nongovernmental persons who sought to influence the outcome of a particular case, award, rule, or other decision.

Shortly after the release of the American Bar Association study I introduced legislation designed to prohibit such violations. I am today again introducing a bill which will put an end to secret influencing and reassure the integrity of decisions taken by Federal governmental agencies.

This bill provides clear standards of conduct for agencies in the making of their decisions which affect the public. This "clean hearings bill" provides stiff penalties for those convicted of attempting to bring to bear improper influence on an agency and for those within an agency convicted of failure to disclose attempts at influence.

I believe that this legislation represents a necessary step toward insuring the judicial integrity of all Federal agencies involved in settling questions over which there is contention.

The effect of this legislation would be to make it mandatory that all communications with an agency, direct or indirect, regarding matters adversary in character, be made openly and as a part of the record of the proceeding in question.

This legislation will assure all that any vested interest or person will have to operate in the open and on the record.

This bill is one originally introduced by me in 1960. The bill is the result of thorough study by a special committee of the American Bar Association which was and still is seriously concerned about maintaining the integrity of administrative decisions where there is an adversary proceeding. After long study and due deliberation, they finally concluded that this was the best approach.

This bill eliminates secrecy and requires the spreading on the record of all representations. This would more effectively eliminate ex parte representations. By following this line of approach rather than strict prohibition, it deals with the very difficult question of Members of the Senate and the House who feel that on behalf of constituents they are properly required to make representations.

Therefore, rather than prohibit such representations, this bill simply requires that they be spread on the record so that all parties may have knowledge of the fact that a representation has been made. This gives all parties equal opportunity and preserves by elimination of secrecy the integrity of the decision.

Earlier this session we passed the freedom of information bill which insures ready access to the public of information contained in agency files. This bill would insure that those files are complete.

I urge that committee consideration of this bill begin at once, notwithstanding the lateness of the session. The questions of ethics and standards for the conduct of Members of the Senate and the House is a matter of prime importance in maintaining the public's confidence and the integrity of our institutions. This bill which establishes a guideline for actions by Members of Congress in dealing with regulatory agencies is one more fundamental step in this process.

Many in the Congress have for a long time spoken out strongly in support of the need for higher standards of conduct within the Government. Too often those voices have been drowned out by the deafening roars of silent apathy.

The time has now come for the Congress to speak out once and for all with a strong clear voice by establishing firm standards of conduct which apply equally to all.

ANTIPOVERTY PROGRAM SHOULD BE ABOLISHED

(Mr. ABBITT asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. ABBITT. Mr. Speaker, I favor abolishing the so-called antipoverty program. It is one of the worst, mismanaged extravagant, and wasteful Federal programs that has come to my attention since I have been a Member of the Congress.

The wrong people are siphoning off the taxpayers' money and I believe that if our folks back home knew what had really happened in this program they would rise up in anger and demand the termination of this iniquitous, spend-thrift waste of the taxpayers money. In my opinion, this program has failed wherever it has been tried.

We need to adopt a different approach, a program which meets the needs of the poverty stricken. We need to cast aside this cruel hoax which has held out hope for those actually in need but who have never been reached. It is shot through with waste, extravagance, inefficiency, and cynical disregard of the poor.

I think the American people are ready to help the poor and oppressed at any time and I am ready to act against poverty whenever a workable program is devised, but we are not asked here to support some new and promising plan to relieve or eliminate poverty; we are asked to support a program which has been tried and proven ineffective, wasteful, and even corrupt.

We know that tax money was squandered in rental and renovation of a Job Corps center in Charleston, W. Va.; we know of costs of \$39,205 for each of 42 graduates produced 1 year at the St. Petersburg, Fla., women's Job Corps center; I personally know of officials in the poverty program whose attitude toward the poor is nothing short of cynical; we know of so many things wrong with the poverty program that I could spend the rest of the day citing instances of mismanagement and ineffectiveness.

Now we are asked to pay more money for more mismanagement. I can find no safeguards against waste and mismanagement in this bill; I can find no correctives for the many abuses which have been brought to light.

I have a duty to speak for both the have's and the have not's in opposing this measure. Nothing has aroused the workingman more this year than to learn that his hard-earned money is passed out lavishly to no effective end. Nothing has disappointed the poor people of this country more than to be told a billion dollars would be spent to relieve their distress and then to find that most of the money went into the pockets of bureaucrats and people of influence rather than into the hands of the truly deserving.

I am convinced that one of the greatest poverty areas in the country is to be found in the administration of this program. There are alternatives. There are programs already provided for by law which will do much of what this program promised to do. With what we know of the nature and cause of economic distress in various areas of our country, we can devise new programs which can help our poor people, and I am ready to support a proper program that promises to be effective.

This program is not the only answer to poverty; it is not even a good answer. To continue this sort of thing will prevent development of a measure which will work, and on that basis, I ask the Members to join me in defeating this bill.

CINCINNATI COMBATS CRIME

(Mr. CLANCY asked and was given permission to address the House for 1 minute and to revise and extend his remarks and include extraneous material.)

Mr. CLANCY. Mr. Speaker, I would like to take this opportunity to bring to the attention of my colleagues the formation last week by the Cincinnati City Council of a special committee on crime. Proposed by Councilman John Held, the creation of this committee was unanimously approved by the Cincinnati City Council.

Its purpose is to conduct an immediate detailed and in-depth investigation and analysis of all aspects of public safety in Cincinnati, with special emphasis on the prevalence and increase of crimes of violence and of traffic law violations. This is the first time that a local government has launched an investigation of crime in such depth, and I heartily support and commend the move.

Public hearings are scheduled to begin on October 7, and, at the conclusion of the hearings, the committee will present its findings and recommendations for corrective measures to the full council. Experts in all fields of public safety will be called upon to testify, beginning with Cincinnati Safety Director Henry Sandman.

Due to its competent and efficient police force, Cincinnati has been relatively free of violent crime and gang warfare in the past. However, recent figures show that criminal offenses against persons in

Cincinnati increased 14.4 percent for the first 8 months of this year compared with the same period in 1965. Furthermore, total major crimes in all categories show an overall increase of 10.8 percent for the first 8 months of 1966.

It is clear that the increase of crime in our metropolitan areas is fast reaching emergency proportions, and the Cincinnati City Council is to be congratulated for supplementing concern over the rising crime rate with prompt action aimed at substantially reducing the number of crimes committed. The formation of the special crime committee is proof that Cincinnati will not tolerate large-scale crime and readily accepts the responsibility of insuring the safety of her citizens. It is my hope that other cities will follow the fine example set by Cincinnati and initiate similar studies.

I am inserting in the RECORD a particularly enlightening editorial which appeared in the Cincinnati Post and Times-Star on Wednesday, September 21, 1966, entitled "We Must Keep This A Safe City." I would also like to include a September 24 article by Sharon Moloney from the same newspaper describing vividly the concern of Greater Cincinnatians over crimes of violence and relating the appalling experiences of several individuals.

I have arranged a meeting tomorrow between the FBI, members of the committee and other interested citizens. I urge the cooperation of all law enforcement agencies in Hamilton County in the forthcoming investigation and respectfully request that they too join in seeking the advice and counsel of the FBI.

The articles referred to follow:

[From the Cincinnati Post & Times-Star, Sept. 21, 1966]

WE MUST KEEP THIS A SAFE CITY

The Cincinnati we know has been a city where the average citizen has felt safe going about his business, at his home or on the streets.

We have had spectacular crimes, of course, but never has there been any widespread feeling of insecurity, or fear that anyone of us might be pounced upon by hoodlums in the streets. The usual burglaries or stickups occurred in the past, but not the kind of mugging and acts of senseless violence and vandalism that are happening now.

And such crimes, whether by two or six or a crowd, are occurring at an alarming rate, as every newspaper reader knows. The penalties slapped upon the hoodlums by the local courts have been heavy. These penalties undoubtedly have put the fear of the law into some—but the violence goes on.

Councilman Held proposes that we try harder, that we use our wits to find more effective methods and, when those methods are adopted, to back the law with citizen cooperation (getting involved) and a willingness to pay more tax money for our safety.

Nobody likes the thought of paying more taxes, but if we do not guarantee reasonable security of life and property in our community, we have failed in the first purpose of government.

This city has been generally free of organized crime and gang warfare, thanks to an efficient police force and a strong public opinion that did not believe a city should tolerate a "criminal area" any more than it should tolerate a 10 per cent rake-off to get things done by City Hall.

Whatever steps the city and its police take in an accelerated effort to crack down on the

breed of criminals who attack on the street and break into homes, these steps are not likely to work overnight miracles.

We see no reason for pushing a panic button. We see every reason for giving safety of the people real priority with determination to stop this hoodlumism before it "takes charge" of the city.

There will be crime until we get the perfect society, but this community must not, and will not, let the hoodlums run wild. We have had reasonable security of our persons and homes. We do not want to be in such a state of fear that we cower behind locked doors at night, afraid to step out after sundown.

Let's make up our minds now that's not the way it is going to be, whatever the cost in money or in our time and our co-operation.

[From the Cincinnati Post & Times-Star, Sept. 24, 1966]

MANY LETTERS DESCRIBE STREET TERROR—RESIDENTS SAY COURTS TOO EASY ON TEEN GANGS

(By Sharon Moloney)

A Cincinnati woman describes how she frantically ran red lights to attract help during a terrifying, high-speed chase by a carload of young thugs.

Another tell show she was terrorized by a gang of teenagers who surrounded her car and began rocking and beating it.

A third said her seventh grade son narrowly escaped injury, and possible death, when somebody shot at his school bus.

"It broke two windows," the boy said, "and the bullet went right past my face."

"Dear God, this boy is mine," the woman wrote in a letter to Councilman John Held and the city's crime committee. "He is rough and tough; a student and a nice kid. Please protect him. I will gladly send him on canoe trips, shooting rapids for 200 miles and let him learn to be a man... let him play football and take his lumps with proper equipment."

"But do I have to pray he won't get killed at school?"

The woman is one of scores of individual Cincinnatians who have written in their firm support of Council's crime investigation and Councilman Held's proposal for an "all out war on crimes of violence."

The letters have come from all over the city. They describe muggings, beatings and gang violence in the streets from Price Hill and Western Hills to Avondale and Hyde Park.

The letters make it plain that Cincinnatians are deeply concerned with rising crime and violence. And they are angry. They are fed up with what they believe is too lenient treatment of law breakers. Almost without exception, they call for stronger laws, stronger enforcement and stronger punishment—particularly in the cases of juveniles.

"The current idea that police and public 'can't touch me—I'm a juvenile'—has to be changed," one man wrote. "As long as they run around in packs and carry knives and chains and beat up on innocent people, it's time that this be changed so someone can touch them—but good."

People recommended harsher punishment for juveniles—from permitting teachers to spank students to providing stiffer jail terms, and fewer probations. Several recommended fines for parents of delinquents.

One man suggested a strong new law directed specifically at youth gang violence and providing for "severe punishment for the ones involved in second or third assaults and destruction of property. Treating them as individual juveniles, with a scolding, doesn't seem to be the answer."

The letter writers without exception sympathized with police, favored more and higher-paid police officers and heaped most of

the blame for the crime increase on Supreme Court decisions which "have shackled police," too lenient judges and even lawyers.

"If a policeman so much as touches one of these juvenile thugs some lawyer will yell police brutality," one woman wrote angrily.

Another man wrote, "We should judge different crimes on their merits in the courts, either guilty or not guilty, and quit the petty practice of freeing a criminal because some form was written in blue ink when it should have been black—another lawyer joke."

One Hyde Park woman cited five separate incidents of violence which she and her family had either seen or been involved in in less than a year. These included prowlers at the home, a child beaten up in a school washroom and another child the woman saw being beaten by an older man who had made homosexual advances to the child.

"The case (against the older man) was heard, and he admitted to the charge of contributing to the delinquency of a minor," the woman said. "The end result?" He was walking the streets 'on probation' the next day. You wonder why you see defeat in the officer's eyes? I don't. Check this man's (the child molester) record. It reads like 'who's going to commit the next mass murder.'"

"Let's put some laws in that protect this city," she said. "Make the laws tough. And use them to their full advantage. Or shall we carry our own guns? I say no. We should double the action all the way—double the police force, double their pay, double the laws. Do whatever is necessary to protect the innocent and that includes police officers."

VIETNAM CONFERENCE IN MANILA

(Mr. PEPPER asked and was given permission to address the House for 1 minute.)

Mr. PEPPER. Mr. Speaker, our president—and the leaders of other governments lending military and economic support to the Vietnamese people—will soon be meeting in the Philippines.

We all look forward, I am sure, to the results of that Conference. And we wish the participants well.

In this connection, I noted with interest the results yesterday by Senator JAVITS, of New York. He said some nice things about the coming Conference.

Then, he said that he hoped it would produce more than the meeting of American and Vietnamese leaders at Honolulu in February.

I am puzzled by the Senator's remarks.

I wonder if he has looked at the record.

I wonder if he has compared the promises of the Honolulu Conference with the performance of the Americans and the Vietnamese in the short time since that meeting.

I commend to his reading the 44-page report on Vietnamese development prepared for the President by Robert Komer, his special assistant for nonmilitary programs in Vietnam.

Honolulu held out the promise of progress on the political front.

The result, an election law was written; elections were held—in which more than 80 percent of the registered voters cast ballots; and an Assembly to write a constitution is already meeting in Saigon.

The Government of Vietnam made a promise. And it kept that promise.

Steps to combat inflation were promised at Honolulu.

The Government of Vietnam devalued its currency by 50 percent.

Taxes were raised.

Port congestion was cut—and the volume of imports doubled.

The cost-of-living index has stopped rising—and the money supply in circulation has dropped.

A promise was made—and kept.

New efforts to bring the Vietcong to the Government side were made at Honolulu.

As a result, more than 12,000 Vietcong had moved to the Government side—and are being cared for. More surrendered in 7 months than in all of 1965.

So action followed promise.

Special help to rural areas was promised.

Electric power has begun to flow to the homes of 144,000 Vietnamese farmers. New credit arrangements have been made. The supply of fertilizers and tools has increased.

Another promise—and more performance.

I could go on, Mr. Speaker, with the pledges of Honolulu and the performance record of the few intervening months.

Let me say merely that it is not just a good record—it is an amazing record.

If the Philippines meeting next month produces as much—we and the Vietnamese and all free men can be grateful.

VIETNAM

(Mr. RESNICK asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. RESNICK. Mr. Speaker, Monday night, during a debate in Hudson, N.Y., my Republican opponent, Hamilton Fish, Jr., to the surprise of everyone, proposed that the President of the United States make a pilgrimage to France to enlist the aid of President Charles de Gaulle as a mediator in the Vietnam conflict.

He further stated that the United States should "stop doing things to irritate De Gaulle," whom he considered of stature equal to Winston Churchill, Konrad Adenauer and President Eisenhower.

I am thoroughly appalled by this suggestion to rely upon President de Gaulle, of all people, for a peaceful settlement in Vietnam. I consider President de Gaulle to be thoroughly unqualified to mediate the peaceful settlement of anything, anywhere in the world.

Since he became President of France in 1958 that country has followed a foreign policy, conceived and directed by De Gaulle, that has been consistently anti-American, anti-British, and anti-Common Market. He has personally attempted to move France away from her Western allies into a position of independence. This policy has resulted in the French refusal to admit Britain to the European Common Market. And it has resulted in the disruption of progress by the Common Market on virtually everything.

In addition, De Gaulle has wrecked NATO by removing his troops and refusing to have NATO troops or headquarters on French soil. He has also refused to pay the French share of expenses for peacekeeping operations in the Congo and elsewhere because he felt that keeping peace in these areas was not in the best interest of France. Are these the actions of a man of peace? Is this the kind of a man who can mediate a peaceful settlement in Vietnam?

What is even more dangerous for the longrun peace of the world is President de Gaulle's belligerent attitude toward the Nuclear Test Ban Treaty of 1962 and his flat refusal to sign that treaty. Red China is the only other power that has refused to sign this, the first encouraging step toward controlling nuclear weapons and their proliferation that the world has seen.

In addition to the incredible credentials, De Gaulle has methodically sought to weaken the friendly relations that have existed between the United States and France since the days of LaFayette. Why, more American dead lie buried under French soil than are buried anywhere else in the world. He has attempted to wreck this friendship through his consistently hostile anti-American statements. Further, by demanding gold in return for dollars, he has reduced U.S. reserves of gold and weakened confidence in the stability and value of the dollars.

Perhaps, the most telling criticism however, is the record of French actions in southeast Asia. For years the French attempted to hold onto their colonies while more foresighted nations like Britain were building a civil service and training local people in the methods of democratic government. France did none of this. After this deplorable performance and after losing a war in southeast Asia, President de Gaulle gratuitously suggested in Cambodia just 2 weeks ago that the United States should simply get out of Vietnam. Mr. Speaker, Mr. Fish's suggestion leaves me aghast. If there is any one man who is least qualified to mediate the peaceful settlement of the Vietnam war it is Charles de Gaulle. Can any responsible candidate for the office of U.S. Congressman in good faith make such a dangerous suggestion?

Mr. Speaker, I would like to ask the distinguished minority leader, Mr. Ford, if this suggestion is something that Hamilton Fish, Jr., dreamed up all by himself, or if this is the official policy of the Republican Party?

GENERAL LEAVE TO EXTEND

Mr. GIBBONS. Mr. Speaker, I ask unanimous consent that all Members may have general leave to revise and extend their remarks during the debate today.

The SPEAKER pro tempore. Without objection, it is so ordered.

CORRECTION OF VOTE

Mr. WHALLEY. Mr. Speaker, on roll-call No. 303 I am recorded as not voting.

public servants might be long-term leaves of absence and accelerated securing of tenure.

Mr. Speaker, I see in this area a chance to make many Federal programs which depend on local implementation more effective and efficient and, at the same time, to help all levels of government improve their performance on all programs.

A BRIGHT SPOT IN THE VIETNAMESE WAR

(Mr. BINGHAM (at the request of Mr. DINGELL) was granted permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

Mr. BINGHAM. Mr. Speaker, on Monday last, I had occasion in this House to express the hope that the administration would not send U.S. troops into the Mekong Delta area in South Vietnam where there are no North Vietnamese troops and where, until now, the South Vietnamese Army has been apparently doing reasonably well.

Recently the Embassy of the Republic of Vietnam in Washington sent out a variety of materials, including an article from U.S. News & World Report of July 11, 1966. This article was headlined "A Bright Spot in the Vietnamese War" and was preceded by the following summary in bold type:

While war elsewhere dominates the headlines, in the Mekong Delta some quiet gains are being made against the Reds. More than that: the South Vietnamese are doing the job themselves, with little direct military help from the U.S.

The article states that "the South Vietnamese in the delta have turned a losing proposition into a winning one," and that "while bringing more U.S. troops into the delta might speed things up, that is not what the Vietnamese want."

The text of the article from U.S. News & World Report follows:

[From the U.S. News & World Report, July 11, 1966]

PHONG DINH PROVINCE.—Here in the lush Mekong Delta, all but lost 18 months ago, the South Vietnamese Army has turned the tables and—with a minimum of U.S. aid—is giving the Communists a severe drubbing.

So far this year, more than 2,500 Viet Cong—equal to five Red battalions—have deserted to Government forces.

This is just one sign of progress. Saigon's "pacification program" has also been making measurable headway in the Delta region.

Eighteen months ago, only 36 per cent of the Delta population, living in 1,100 of the 4,000 hamlet areas, was under shaky Government control.

Now, more than 55 per cent of the people, in 1,884 hamlets and working more than half the productive land, are living in relatively "secure" parts of the Delta, only occasionally harassed by terrorists. Another 20 per cent are in Provinces undergoing clearance. The rest—roughly 1.3 million people—remain under Communist control.

Although the turnabout in the Delta has been overshadowed by military actions farther to the north, it has far-reaching implications.

RICE-BOWL COUNTRY

The Delta is rich, both in food and in manpower. Altogether, 5.5 million people live along the Mekong and Bassac rivers and interconnecting canals, and near the soggy Plain of Reeds and coastal mangrove swamps and marshes.

This is the country's rice bowl. For many years the Viet Cong have used the Delta as a source of rice, money, consumer goods and men. If the Reds can be deprived of the Delta's riches, their efforts to win will be badly crippled.

No one expects the Viet Cong to be knocked out overnight. In fact, the Government still is having plenty of trouble moving rice from its own areas to hungry markets in Saigon and elsewhere.

But consider what the South Vietnamese troops have been doing here with the help of 1,800 U.S. advisers and two small combat-support units—some 4,500 Americans in all.

Last month alone, South Vietnamese units of the Fourth Corps started 37,000 small-unit actions and 24 air-mobile operations, killing more than 1,800 Viet Cong and capturing tons of equipment. The kill ratio, which once favored Government forces by 3 to 1, now has improved to 4 to 1.

The Viet Cong are now found to be backing off from Government attempts at sustained battalion and regimental size actions, having realized their vulnerability in open Delta country. But that hasn't stopped the action. The means to find and force the Reds to fight has been skillfully developed.

Says a top officer at Fourth Corps headquarters: "We have the initiative. The Viet Cong still set ambushes—some very clever ones—but we use mobility and firepower to isolate them, gain superiority of numbers and then destroy them with hammer-and-anvil tactics."

The big problem here is no longer purely military, but aligning the military and civil efforts in the pacification program.

There is money enough available, thanks to the U.S., and troops enough, thanks to Saigon. But there is a severe shortage of cadres, the skilled, hard-core experts needed to make the program work.

Military commanders feel they can "liberate" more than 600 Viet Cong hamlets this year, but a new 13-week course to train cadres, now in operation, will provide enough Government teams for no more than 300 hamlets. That puts a ceiling on what can be done.

HOW IT WORKS

Each hamlet of 2,000 people that is won from the enemy requires a static defense to guard it from counterattack, and a 59-man pacification team. The team combines skills in construction, psychological warfare and a broad range of civic action.

The team must take a census, recruit a local paramilitary force, set up defense obstacles and communications systems, organize the people into units with specific tasks, appoint a governing committee for the hamlet, and root out the remains of Viet Cong influence.

The program is well under way, after months and years of delay. The Americans are deeply involved. You see them everywhere, working with their Vietnamese counterparts. They are U.S. Army advisers, or representatives of the Joint U.S. Public

Affairs office, the AID program, Catholic Relief Service and other voluntary organizations.

These Americans are working hard at land reform, and projects in education, social welfare, public works, administration, police, postal system and health. Direct U.S. aid for these projects ranges from office equipment, cameras and generators to barges, motor scooters, trucks and bulldozers.

Since the first of this year, Americans in the Delta have distributed 8,000 tons of relief goods and helped build 49 new schools, 80 classroom additions, 28 marketplaces, 69 bridges, 13 water-purification systems and 14 dispensaries.

While work goes on in the villages, South Vietnamese troops have been clearing large stretches of Arterial Highway 4, which snakes 280 miles across the Delta from Saigon to the southernmost parts of Camau Peninsula.

Talk is heard here from time to time that a division of American or South Korean troops will soon be arriving to help break the two-decade Communist grip on the Delta. But South Vietnamese commanders say that is not likely, because their own forces are doing well enough on their own. They would not particularly welcome "outside" troops—and many Americans, for their part, are not keen on "Delta duty."

Says one U.S. military adviser: "The big problem is not knocking off the Viet Cong in any particular sector, but having to leave battalions behind to provide constant security. That is the kind of static warfare—you might just as well call it guard duty—the local recruits ought to be doing, not American combat battalions. No, the need is not for Americans, but for more regional and popular forces and more troop lift to ferry the South Vietnamese regulars around."

Lieut. Gen. Dang Van Quang, 43, the Delta-born commander of the Fourth Corps, emphasizes: "We still don't have enough helicopters for proper mobile operations. They keep promising and promising in Saigon. Just words. So I cannot do as I like. With more helicopters I could further increase my operations."

During the past year the regular forces—called ARVN, for Army of the Republic of Viet Nam—have grown by 25 per cent in the Fourth Corps area. Mobility and firepower have nearly doubled. Revitalized ARVN forces now total 43,000 men in the Seventh, Ninth and Twenty-first divisions and 4 Ranger battalions, 2 artillery battalions and 3 armored regiments.

Behind the ARVN are the expanding regional forces with 44,000 men, organized into 247 companies; 55,000 men in the popular forces guarding hamlets and manning outposts; 10,000 national policemen, and 3,000 airmen and sailors.

The 1,800 U.S. military advisers in the Delta—500 more than a year ago—are considered the most skilled American fighting men assigned to any one battle area. Another 2,700 U.S. Army and Navy men are serving in two combat-support units: the Thirteenth Aviation Battalion, with 70 helicopters and transports, and Task Force 116/2, with several divisions of river-patrol craft.

Col. William R. Desobry, 47, senior Army adviser in the Fourth Corps, says of his men: "I was at Bastogne. But when I compare what we had there with the Americans that we have here, those here come out way ahead."

A TOUGHER BREED

You cannot miss the respect that U.S. advisers and Vietnamese troops have for each other.

The South Vietnamese trooper here is a tougher, newer breed. He is trained, committed to action, then retrained. He is indoctrinated. He's 17 to 24 years old, small, stoic, resilient, with the faculty of surviving in the harsh, humid climate of the Delta. When mounting up for an operation he does not hang back, but hops into an aircraft with verve. He is confident of winning.

"I have yet to see a wounded ARVN soldier whimper," comments one veteran U.S. adviser. "He lies quietly, awaiting treatment and evacuation. He knows people care about him."

Leadership is improving. ARVN officers are now where the fighting is. Watch them in action, and you are not surprised that their casualties run high.

"AN ENTIRELY NEW ARMY"

Still, there is room for improvement. One American adviser makes this point: "The gap in generations is clear. The older South Vietnamese officers are very interested in protecting their spheres of command so they can govern. They think nothing of embezzling. They hold down talented young officers. But these youngsters are selfless and motivated. They will form an entirely new Army in about five years."

Another headache is the Vietnamese habit of going absent without leave when the mood strikes. Most soldiers intend to return to their outfits, but only half actually do. Virtually none go over to the Viet Cong. The net loss to ARVN units in the Delta is 500 men a month. Another 800 drop out of the regional and popular forces. As of now, new recruiting exceeds those losses.

You still hear stories of Government soldiers "bugging out" at critical moments. Col. George A. Barten, 50, the top U.S. adviser until last month, reports: "Most remarks critical of the ARVN troops in the Delta are made in the shock and the heat of battle. Man for man, if properly led and trained, they're as good as our GI's or the South Koreans here. Those Koreans have the best of the crack units. But remember the slighting remarks we used to make about them during the Korean War?"

Colonel Desobry adds: "Our junior officers do most of the criticizing. But they don't see the whole picture. I've watched ARVN troops advance against mines, grenade traps and automatic fire. That takes guts of the highest order. Sometimes it's fantastic. And the ARVN does it every day."

Viet Cong strength in the Delta is about the same as a year ago, although the Viet Cong forces are suffering losses of 1,000 killed and 1,500 desertions per month. Full-time guerrilla forces total 30,000 men in 22 battalions, backed by 30,000 political cadres and part-time guerrillas.

RED MORALE: DROPPING

Communist officers remain dedicated and highly motivated. But morale has dropped in the ranks because of the high casualties and the lack of victories. The Viet Cong no longer is getting eager volunteers, and must now resort to a draft that amounts to kidnaping. Boys of 14 to 16 have been found in action.

Battlefield morale is sagging. Take the once-dreaded Tay Do battalion of the Viet Cong. It has been badly mauled enough to have been reconstituted twice in eight months. Today, the South Vietnamese are anxious to take them on.

This is the analysis of top U.S. advisers in this area:

Virtually by themselves, the South Vietnamese in the Delta have turned a losing proposition into a winning one. They have been proving they have both the will and ability to win. The offensive spirit has taken a firm hold.

While bringing more U.S. troops into the Delta might speed things up, that is not

what the Vietnamese want. They'd prefer more training for their local forces, more arms for all, and more helicopters for their ARVN regulars. They want to fight this battle themselves.

For all concerned, all this adds up to a big plus in one vital area of South Vietnam.

MINORITY VIEWS OF THE WAR ON POVERTY LEGISLATION

(Mr. ASHBROOK (at the request of Mr. CONABLE) was granted permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

Mr. ASHBROOK. Mr. Speaker, the Economic Opportunity Amendments of 1966 debate in the House is very much in the news these days, and the pros and cons of this war on poverty legislation is currently an important issue. In the American tradition, both sides of the issue should be taken into consideration before judgment is passed. The opposition's position has been a matter of public record since June of this year when the minority views of the House Education and Labor Committee were published. To provide a more complete background for evaluating this legislation, I have requested that the minority views be placed in the RECORD at this point, as follows:

MINORITY VIEWS

We, the undersigned, oppose this legislation because it merely repeats the high promises to the poor and raises their expectations without providing the effective means of fulfilling them. Specifically, we oppose this legislation because it does not address itself to—

1. The correction of the abuses which are destroying the poverty program; or
2. The guarantee of involvement of local government officials and citizens of talent with representatives of the poor at policy-making levels to provide the indispensable ingredient of success for community action programs; or
3. The establishment of a partnership with the States which will allow them meaningful participation in the program; or
4. The establishment of program and funding priorities which would give emphasis to the needs of the very young and training opportunities in private enterprise to the unemployed.

FROM BAD TO WORSE

During the past year, efforts by the Education and Labor Committee to gather information which would be helpful in drafting effective antipoverty legislation have fallen far short of the desired goal. A \$200,000 investigation was thwarted by lack of direction and tactics resulting in a most superficial effort. To date, no report has been published of the findings of the investigation.

The promises of an in-depth study of the war on poverty and subsequent hearings in selected field areas were totally unfulfilled. The minority membership, available during the November-January period of adjournment, waited patiently for field hearings which never materialized.

A musical chair investigative staff, which at no time included an accountant, was constantly confused by change of directions, canceled trips, recall from investigations, and numerous changes in the lineup. Reports were sketchy and for the most part consisted of statistics and percentages which provided little help to draft sorely needed legislative changes. In December the chairman astonished subcommittee members by appointing

a three-man task force to "check on" his first investigation.

No independent investigation was possible under these circumstances

The widely heralded hearings of the Ad Hoc Subcommittee on the War on Poverty in March developed into an 8-day parade of administration spokesmen and apologists for the poverty program who spent hours relating self-serving statistics and stressing debatable accomplishments. The hearings were so loaded that the most critical witness turned out to be the Director, Sargent Shriver, himself.

The minority recommended 67 witnesses, knowledgeable regarding all aspects of the antipoverty program, be called. These recommendations were ignored and the hearings were abruptly terminated. When incredulous Republican committee members, and the press, questioned Chairman POWELL's arbitrary action, his response was characteristic: "Because I am the Chairman."

The private wedding of politics and poverty

Perpetrating one of the sorriest exhibitions of political partisanship involving a piece of important national legislation that the Congress has ever witnessed, committee Democrats held a series of private caucuses to draft the Economic Opportunity Act amendments. Excluding Republicans from the closed-door sessions, the Democrats sought to write "a bill we can defend."

In our opinion these actions are an open admission that many Democrats consider the poverty program as pure politics and their own private preserve.

Forty-one days after the abrupt termination of hearings, executive sessions to mark up the bill were begun. The more than a month that the Democrats spent in an effort to hammer out a position which they could defend was apparently of no avail. Any discussion of issues quickly revealed their serious divisions. Several times executive sessions broke up in confusion as Democrats repeatedly caucused in an effort to unite in a defensive position.

Whip cracks

When it became apparent that there was still serious dissension among the Democratic members, the chairman ramrodded the bill through the committee rather than have it subjected to amendments. Republican proposals for substantial changes that would have corrected present abuses in the program were summarily rejected on straight party-line votes.

Thus, as the war on poverty approaches its third year, with abuses, scandals, and waste mounting, no significant corrective changes have been made in the legislation. Now, more than ever, there is a critical need for a responsible and sincere investigation of the program. Numerous instances of waste and corruption have been exposed, for the most part by diligent newspaper reporters in various localities. But this is not enough. There is a notable lack of inspections and examinations of expenditures.

Rules Committee refuses to hold hearings

Congressman WILLIAM H. AYRES, joined by other Republicans, sponsored a resolution to establish a select committee of the House, appointed by the Speaker with the advice of the minority leader, to conduct a thorough and bipartisan investigation of the structure and operation of the Economic Opportunity Act. Although this proposal has had overwhelming support from Republicans and has been sponsored by some Democrats—notably Judiciary Committee Chairman EMANUEL CELLER—the controlling members of the Rules Committee have refused to even hold a hearing on the resolution for a select committee.

Although undermanned, we will continue to survey the poverty program, to point out the abuses, and to make proposals for constructive changes.

WHERE ARE WE NOW?

A war on poverty is not a new concept in the economic history of the United States. However, a "war on poverty" as a political tool which seeks to decrease and abolish poverty by Government fiat is new.

The entire economic progress of our Nation has been marked by an increasingly successful struggle against deprivation. The advancement that the U.S. economy has made is illustrated by the fact that the number of families with income of less than \$3,000 has decreased by 13 percent since 1947.

The dimensions of poverty

Using 1964 constant dollars, 31 percent of the families in 1947 had incomes of less than \$3,000 and by 1964 only 18 percent of the families fit into this category. This remarkable decrease was accomplished through the combined efforts of industry, government, and private organizations pursuing the joint goals of economic progress and the elimination of poverty—not by massive employment in the public sector of the economy.

Income of families, 1947-64

[Percent of families with money incomes less than \$3,000 (1964 prices)]

1947	31
1948	32
1949	33
1950	30
1951	28
1952	27
1953	25
1954	27
1955	24
1956	22
1957	22
1958	22
1959	21
1960	20
1961	20
1962	19
1963	18
1964	18

Source: Department of Commerce, Office of Business Economics.

Although substantial economic progress has been made, we must take a more critical look at the advancement of the effort to reduce poverty. It is disturbing to note that the reduction rate of the total number of Americans living in poverty has slowed in recent years.

Overall advancement is further marred by the finding that certain groups of our population have not made any economic advancement and, in some cases, have become even further entrenched in their poverty status. For instance, the number of families with five or more children who live in poverty has remained constant at about 1.1 million. The number of poor households headed by females increased from 1959 to 1964.

Although the total number of poor, non-white households declined by 200,000 between 1959 and 1964, it is still of serious consequence to note that in 1964 almost 48 percent of the nonwhite families with children were below the poverty-income level. As was noted in testimony before the committee, since 1960 per capita income in Negro sections of Los Angeles has declined and there has been no improvement in the unemployment rate. This occurred in a 5-year period when there was a 23 percent per capita income rise.

*"Nothing can be done * * * but to pay the bill"*

As the monetary commitment to the reduction of poverty has increased, the rate of the reduction of poverty has slowed. This disturbing phenomenon was noted by the Committee on Appropriations in its report on the second supplemental appropriation bill of 1966. Discussing the supplemental appropriation bill of 1966. Discussing the supplemental appropriation to States for public assistance, the report states:

"When Congress acted on the regular annual bill for the Departments of Labor and Health, Education, and Welfare for fiscal year 1966, it reduced the request for grants to States for public assistance by \$242,100,000 on the basis that we have been appropriating hundreds of millions of additional dollars every year for the past few years for programs that are aimed at combating dependency, and the outlook for a reduction in the rate of unemployment was better than it had been for a long time. Of course, unemployment rates have gone to even lower levels than was anticipated when Congress acted on the original appropriation for 1966. Yet, in the face of this fact, the request for a supplemental appropriation is not only to restore the reduction made by Congress last year but for an additional amount of approximately \$140 million. Of course, this is purely a mathematical calculation and nothing can be done under the law but to pay the bill."

Redirection for progress

It is apparent that a mere increase of funds will not be able to sustain the economic progress that has been made to date. Because we are in the midst of a critical historic period when Federal funds are limited, we must see that top priority is given to the programs which will bring the highest return on our investment. A redirection of programs and funding is necessary if the objective of the elimination of poverty is to be accomplished. The war on poverty must be evaluated on the basis of its accomplishments, not its objectives.

\$2.3 BILLION LATER

The war on poverty has now been in progress for 2 years. Two billion three hundred thousand dollars have been spent to wage that war. There is no doubt that some good has been accomplished at extravagant cost, but what return has the taxpayer received for his investment? He is daily treated to headline stories of mismanagement, abuse, and scandals concerning the poverty program.

Sargent Shriver testified before our committee on the accomplishments and mistakes that the Office of Economic Opportunity has made in the past year. He produced a welter of self-servicing statistics designed to prove that the programs are working. He even "admitted" a few of the "setbacks" like the Black Arts Workshop Job Corps problems, and ineligible Neighborhood Youth Corps enrollees.

The mistakes that Mr. Shriver admitted were all points of fact, but the balance of accomplishments and failures he presented was decidedly lopsided. Through a series of press releases and Republican poverty memos, we have sought to present a clearer picture of just exactly what is happening. We do not attempt to discuss all of the incidents that have occurred, or to reproduce all the excellent news stories, but it is essential that we highlight the problems so that clear, carefully developed remedies may be found.

Our worst fears

As original supporters of residential, experimental schools for unemployed underprivileged youths, the concept embodied in the Job Corps program, we were very apprehensive about the mass production of this idea. Our worst fears did not begin to anticipate the heavy fire of criticism that the Job Corps has been under since its much publicized initiation. A potentially good program is faced with failure because of excessive costs, political profiteering, permissive disciplinary policy and a distant unenlightened, centralized control.

A matter of speculation

The costs of this single antipoverty program are appalling. Costs everywhere are exceeding estimates. The combination of high property rentals, excessive salaries, and

underestimated site rehabilitation costs has resulted in a cost per enrollee that has been variously estimated as \$9,120 to \$13,000 per year. These costs merely represent the costs per enrollee.

When expenses are evaluated on the basis of cost per graduate, the results are even more astounding. For example, the St. Petersburg, Fla., Women's Job Corps Center, after 1 year of operation, has produced 42 graduates at a cost of \$39,205 per graduate.

If the Job Corps program is to be continued, it is vital that costs per enrollee be reduced. We must, then, curb the factors that are causing the soaring costs. And, what is the main factor? Improper location of Job Corps facilities in locations that demand high rentals or unreasonable rehabilitation costs. The reasons that prompted Job Corps officials to locate the centers in such uneconomical locations are only a matter of speculation at this time.

The Charleston, W. Va., Women's Job Corps Center, which is located in the old Kanawha Hotel, is one of the most notable of the examples that could be given. The story surrounding this center has been documented in the following Republican Poverty Memo:

"[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 5, Mar. 21, 1966]

"CHARLESTON, W. VA., HOTEL CASHES IN ON ANTIPOVERTY PROGRAM

"Lease a rundown hotel for \$94,800 a year. Pay all taxes, insurance utilities, and repairs. Spend \$225,000 renovating the building, which reliable real estate brokers value at \$250,000.

"Result: One Women's Job Corps Center in Charleston, W. Va.

"The waste involved in another of the pet projects of the President's so-called war on poverty was disclosed today by Congressman ALBERT H. QUIE, Republican, of Minnesota, in a speech on the floor of the House of Representatives.

"The Charleston Women's Job Corps Center is housed in the old Kanawha Hotel, owned by the Kanawha Hotel Co., whose president is Angus Peyton, a prominent West Virginia Democrat and State commerce commissioner.

"The rundown hotel, which was used for Democratic presidential campaign headquarters in 1960, was assessed at \$87,000 prior to occupancy of the Women's Job Corps in August 1965," Congressman QUIE said. "It was subsequently raised to \$115,000. Estimates of reliable real estate brokers in Charleston placed the value of the hotel at \$250,000."

"In addition to receiving a guaranteed profit of 40 percent on the annual \$94,800 rental paid by the Federal Government, the \$225,000 spent renovating the building would accrue to the Kanawha Hotel Co.," Congressman QUIE said.

"Our investigations have revealed that in the spring of 1965 a construction consultant, an employee of a firm retained by the Office of Economic Opportunity, on two separate occasions surveyed the Kanawha Hotel to determine its suitability for a Women's Job Corps Center," said Congressman QUIE. "Both times, despite pressure to approve the site, the consultant recommended against use of the hotel, reporting among other things that the building would be too expensive to rehabilitate."

"Congressman QUIE said there are 'obvious political implications' in the arrangement and that it is 'another example of extravagant diversion of antipoverty funds into the pockets of Democratic politicians.'

"Testimony at hearings currently being held by the Education and Labor Committee has revealed the estimated costs of maintaining one Job Corps enrollee for a year ranges from \$8,500 to \$13,000. Educators gasp at these figures and taxpayers question the

justification for such an expensive program. We all recognize the necessity for the Job Corps program and agree with the concept * * * however, the program wasn't designed to be a windfall for the wealthy with influence," Congressman QUIE said.

"[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 14A (supplement to Poverty Memo 14), Apr. 15, 1966]

"CREDIBILITY GAP AT OEO—CHARLESTON REVISITED

"Congressman QUIE, the figures that were given to you * * * were inaccurate." Thus, in testimony on March 23, Bernard L. Boutin of the Office of Economic Opportunity began a point by point denial of facts presented by Albert H. QUIE, Republican, of Minnesota, 4 days earlier with reference to the Charleston, W. Va., Women's Job Corps Center. The same day Congressman SAM GIBBONS, of Florida, took the floor defending OEO and declaring that Congressman QUIE, inadvertently was wrong.

"Further investigation in Charleston not only showed that Congressman QUIE was right but that he conservatively understated the established facts that add up to scandalous poverty profits to a leading Democrat officeholder in West Virginia. Congressman QUIE said the Hotel Kanawha was owned by a corporation whose president was Angus Peyton, a prominent Democrat and the present commerce commissioner in West Virginia. This is undenied. Congressman QUIE said that the Kanawha Hotel lease provides for payment of \$94,800 a year net profit, after the Federal Government reimburses for taxes, insurance, utilities and repairs. Mr. Boutin said the rent was \$90,000. The fact is that the rent is \$94,800 and the Federal Government pays, in addition, \$4,800 a year for the storage of old hotel property.

"Congressman QUIE said assessments in West Virginia were by law 50 percent of market value. Mr. Boutin said they were 40 percent. Chapter 18, article 9(a), section 4 of the West Virginia Code provides that assessed valuation shall not be less than 50 percent nor more than 100 percent of appraised valuation.

"Mr. QUIE said that the Federal Government has spent at least \$225,000 renovating the rundown Kanawha Hotel. Mr. Boutin said they have spent only \$178,000. The fact is the Federal Government has spent \$345,000 to renovate the hotel into a Job Corps Center. This includes \$290,026.60 spent on repairs and installation of equipment, \$24,936.77 for electric, heating and plumbing items which they call 'maintenance' and \$30,586.14 for outstanding mechanics liens.

"Mr. QUIE said that the Kanawha Hotel was worth about \$250,000 at the time it was hosen for a Job Corps Center. Mr. Boutin claimed it was worth \$438,000 in 1965 and \$508,250 in 1966 (perhaps slyly including in its value \$345,000 worth of renovations at taxpayers' expense). The fact is that reliable real estate brokers in Charleston indicated the Hotel Kanawha was worth about \$250,000 prior to renovation. A somewhat older but comparable hotel in Charleston, the Milner-Ruffner, with more land and a more valuable location, sold on February 1 this year for \$200,000.

"Mr. Boutin defended the Kanawha Hotel expenditures with the claim that annual square-foot rental cost is less than one dollar. This figure must have been computed by dividing the erroneous \$90,000 per year rental by 100,000 square feet. This becomes an entirely meaningless computation when it is understood that it ignores \$4,800 being paid annually for storage of the old hotel furniture, \$7,500 paid annually for taxes (including taxes on the furniture in storage and the hotel's accounts receivable), \$5,740 paid annually for insurance and \$4,800 paid annually for rent in addition to the \$90,000 reported

by OEO. Certainly a meaningful annual square-foot cost figures should include all annual expenditures, not to mention \$16,000 to settle leases of former tenants and some annually amortizing of the \$345,549.51 renovations. Who does Mr. Boutin think he fools by citing such glib and misleading figures?

"In summary, the poverty program has spent \$345,549.51 renovating a rundown hotel worth about \$250,000. A corporation, whose then president is a leading West Virginia Democrat, receives \$94,800 per year profit on property worth \$250,000. That is a poverty profit of 38 percent a year. An OEO official described the Charleston Women's Job Corps arrangement as "the very best deal that could be gotten." The taxpayers might be justified in asking 'the best deal for whom?'

"[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 16, Apr. 20, 1966]

"THE KANAWHA HOTEL—A LOGICAL CHOICE?

"Congressman ALBERT H. QUIE pointed out today more errors in the March 23 testimony of Bernard L. Boutin, Deputy Director of the Office of Economic Opportunity. Boutin was testifying before the Ad Hoc Subcommittee on Poverty of the House Education and Labor Committee.

"Congressman QUIE was attempting to learn more about a feasibility study that had been conducted to determine if the rundown Kanawha Hotel in downtown Charleston, W. Va., was suitable for a Women's Job Corps Center.

"The engineer who conducted the feasibility survey twice said that it was not suitable—and was fired for his trouble. The Kanawha Hotel was leased from the Kanawha Hotel Corp., whose president was Angus Peyton, West Virginia Commerce Commissioner and unsuccessful 1964 Democratic candidate for the State Senate.

"Boutin was just one of three OEO officials that Congressman QUIE questioned about the feasibility study. He also asked Benetta B. Washington, of OEO's Women's Centers Division, who had conducted the study. She said it was OEO's own engineers. Congressman QUIE asked Milton Fogelman, OEO contracting officer, who had conducted the feasibility study. Fogelman said it was Consolidated American Services. He was right. Boutin's version came out like this:

"Mr. Boutin. 'Survey for this was done by GSA for us. The facilities that were carefully looked at was the Ruffner Hotel, the Holley Hotel, the hotel in question, the Daniel Boone Hotel and the Holiday Inn Hotel.'

"The 'hotel in question' was, of course, the rundown Kanawha.

"Congressman QUIE had charged earlier that the selection of the Kanawha Hotel, coupled with the \$94,800 annual rental and the fantastic cost of rehabilitation which mounted the first-year cost of the site to at least \$477,839.76, 'implies political favoritism.'

"(Boutin also testified before the ad hoc subcommittee that the first-year cost figures advanced by Congressman QUIE were inaccurate. Subsequent investigation showed that Congressman QUIE was right—Boutin wrong.)

"As in the case of the cost figures, Boutin's testimony that several sites were 'carefully looked at' appears to be inaccurate and misleading.

"In order to determine what, if any, alternatives were considered for the location of the Charleston Women's Job Corps Center, Congressman QUIE had the minority investigator of the ad hoc subcommittee make a check, with the following results:

"On March 28, 1966, Mrs. Mary Lee Crowley, owner of the Holley Hotel on Quarrier Street in Charleston, said that at no time did she consider leasing the Holley Hotel to the Office of Economic Opportunity or its contractor, Packard Bell Electronics Corp. She recalled

that early in 1965 a representative of Packard Bell called on her and asked if she would be interested in leasing the hotel as a Women's Job Corps Center. Mrs. Crowley told this man that she was interested in selling the hotel, but not in leasing it. She remembered that his manner was abrupt and her conversation with him was less than 5 minutes. To her knowledge, no surveys or studies of the Holley Hotel were made by Packard Bell, OEO, or General Services Administration, which Boutin claimed made some studies for the OEO program.

"Also on March 28, 1966, Mr. Joe Reiser, assistant manager of the Daniel Boone Hotel at Washington and Capitol Streets in Charleston, said that to his knowledge no studies or surveys of the Daniel Boone Hotel were made by Packard Bell, GSA or OEO in contemplation of a Women's Job Corps site. He said no approach or offer had been made to the Daniel Boone management by any representative of these organizations. On April 6, 1966, Mr. Reiser said he had been in contact with Mr. Roger S. Creel, general manager of the Daniel Boone, who had been vacationing in Miami, Fla. Mr. Creel confirmed that at no time was any offer made to the Daniel Boone management regarding the Women's Job Corps Center and to his knowledge no studies or surveys of the hotel had been made for that purpose.

"On April 6, 1966, Mr. Lyman Stanton, president and general manager of the Holiday Inn Hotel on Kanawha Boulevard in Charleston, told the same story. He said that no approach or offer had been made in regard to the Women's Job Corps Center site and to his knowledge no studies or surveys of that facility had been made.

"On March 30, 1966, Mr. Vincent Chaney, Charleston attorney who had represented the Ruffner Hotel for years prior to the sale of the building on February 1, 1966, said that to his knowledge no action had been taken in any way by Packard Bell or OEO in consideration of the Ruffner Hotel as a Job Corps site. His statement was affirmed by Mr. R. G. Lilly, Sr., Charleston attorney and principal stockholder of the family-owned Ruffner Hotel prior to its sale.

"Mr. Lilly said, however, that in 1965, when he learned that a Women's Job Corps Center had been planned for Charleston, he was interested but was never approached.

"Had he been approached, Mr. Lilly said, he would have been very interested in leasing the Ruffner Hotel as a Women's Job Corps Center for much less than the \$94,800 annual rental on the Kanawha Hotel.

"Mr. Lilly described the Ruffner as a six-story building with basement and penthouse which includes about 170 bedrooms. He said the hotel has been leased to the Millner Co., of Detroit, Mich., during the past 3 years under an arrangement where the hotel owners, received 17 percent of the gross income. This resulted in the following approximate incomes to the hotel: 1965, \$21,000; 1964, \$18,000; and 1963, \$14,000. Under the terms of the lease, the Ruffner Hotel paid taxes and insurance on the building and its furniture.

"Under the Kanawha Hotel-Packard Bell lease, the Office of Economic Opportunity pays taxes and insurance on the hotel and its furniture, as well as furniture storage.

"It seems apparent from these figures that Mr. Lilly would have been glad, as he has said, to lease the Ruffner Hotel for much less than \$94,800 a year," Congressman QUIE said in a speech on the House floor today. "Based on information furnished by responsible Charleston hotel representatives, it is apparent to me the Kanawha Hotel was the only site considered."

"This is in addition to the errors I pointed out previously in Mr. Boutin's testimony before the ad hoc subcommittee," Congressman QUIE said. "As far as I am concerned, so many errors of such a basic and grave nature

are enough to discredit Mr. Boutin's entire testimony. This is another example of the chaotic and make-it-up-as-you-go administration that seem to be so much a part of everyday operations at the Office of Economic Opportunity."

Silver-salaried Job Corps

Excessive salaries paid to Job Corps employees have resulted in extraordinary expense and the proselytism of personnel from existing school systems. An extreme example of this was found at the Camp Gary Men's Job Corps Center in San Marcos, Tex., where the 208 staff personnel who make \$9,000 a year or more received an average of 57 percent increase in salary when they were employed at the Center. Further details on the salaries at Camp Gary were set out in a Republican poverty memo and a speech made to the House by Congressman GOODELL:

"[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 20, Apr. 28, 1966]

"SILVER-SALARIED JOB CORPS; OR RAGS TO RICHES

"Want a 57-percent raise? Join the staff of the Job Corps. The 208 staff personnel at Camp Gary (San Marcos, Tex.) drawing salaries over \$9,000 got an average increase of 57 percent above their previous salary. Twenty-two of them more than doubled their previous salary. Here are some examples of past and present salaries of Camp Gary personnel:

"Position	Previous	Present
Manager of personnel.....	\$5,000	\$10,000
Math chairman.....	4,730	10,080
Citizenship teacher.....	4,800	10,080
Chairman commercial skills.....	4,650	10,080
Welding instructor.....	3,200	9,780
Teacher commercial skills.....	4,500	9,780
Do.....	4,300	9,780
Auto mechanic instructor.....	3,800	9,780
Drafting instructor.....	4,764	9,780
Science teacher.....	4,700	9,780
Duty officer.....	4,500	9,493
Physical education instructor.....	4,600	9,480

"The automatic, facile explanation always given by poverty officials for high salaries is, 'We need the best people.' Is it really necessary, however, to go this far? Aside from the leakage of poverty funds for extravagant salaries, there is a distressing impact on school systems. What school board can compete with their rich Uncle Sam who apparently has money to burn; 154 of the 208 came directly to Gary from school jobs. Is it necessary to offer \$9,780 to a math instructor making \$4,887, or to a music teacher making \$4,200, in order to attract them to come to Camp Gary? Would a private employer offer these lavish salary increases in his business?

"These are the kind of facts that should have been brought out in congressional hearings. In spite of our efforts, and those of Congresswoman GREEN (Democrat of Oregon), the reason for extravagant costs of Job Corps camps remained a mystery in the hearings. Camp Gary does not stand alone; on the contrary, it appears to be a typical outgrowth of inept administration of the Job Corps.

"I have today telegraphed seven other urban Job Corps centers for full data on their staff salaries. In the meanwhile, the press is welcome to examine the complete salary records of Camp Gary in my office."

Lack of enrollee screening

Alarming incidents of violence involving Job Corps enrollees at the Job Corps centers and in neighboring towns and cities emphasize the need for more discipline and for a more careful screening and selection of enrollees. We recognize the program is designed to assist disadvantaged youths and that a large number of them will have been involved in scrapes with the law; however,

Congress did not intend that Job Corps centers replace reformatories.

The Job Corps should be able to take juvenile offenders, but the Job Corps officials have the responsibility to know the background of all enrollees. The following case history, described in statements to the House by Congressmen ALBERT H. QUIE and CHARLES E. GOODELL, reveals the type of sorry incident that can occur when Job Corps officials fail to fulfill their responsibility:

"JOINT STATEMENT ON THE FLOOR OF THE HOUSE OF REPRESENTATIVES, FEBRUARY 7, 1966

"As friends of the Job Corps concept, we are deeply distressed and angry about the philosophy prevailing in its administration today. Situations involving Job Corps enrollees from all over the country have come to our attention dramatizing this point. Perhaps the most disgraceful of them all involves the Job Corps camp at Mountain Home, Idaho, which we wish to discuss and express our indignant protest about today.

"In doing so, let the record be clear that we sponsored legislation for experimental 'residential skill centers' as far back as 1961. Although the administration opposed these proposals, we were able in 1963 to add such a provision to the Vocational Education Act. The projects were never funded by the administration.

"The 1964 Poverty Act launched us on a mass production of Job Corps camps without the benefit of experience. The present philosophy of Job Corps administrators is endangering the entire Job Corps approach, which can and should help many youngsters help themselves. The following case history forcefully illustrates our point.

"Mountain Home, Idaho

"On November 15, 1965, a vicious fight took place in a dormitory at the Mountain Home Job Corps Camp. A corpsman was brutally beaten by Paul Dennis Jones, a fellow corpsman, for playing a radio in the dormitory. With his victim prone, Jones slashed his face and hands with a knife and then plunged the knife into his abdomen.

"Up to this point, the story seems like one of those unfortunate incidents that can happen occasionally when you put rough, hardcore young men together in a camp. The full sequence of events, however, is appalling and incredible. They can be summarized in the following 10 points:

"1. Jones, the assailant, was what is known in the trade as a 'three-time loser.' He had three felony convictions against him, plus a parole violation, when admitted to the camp.

"2. Job Corps officials violated the interstate compact on parole and probations by failing to notify Idaho authorities that Jones was a parolee from California. Not only that, in response to a request from Idaho authorities, officials at the Mountain Home Camp are unable to determine, or have refused to determine, how many of their corpsmen are presently on parole or probation from other States.

"3. Jones not only was a three-time felony loser, he was serving in a supervisory capacity in the Mountain Home Camp as a dormitory leader, wing leader, and squad leader.

"4. The Job Corps paid for an attorney, bail, and psychiatric treatment for Jones.

"5. The Job Corps, by telegram from Washington, asked the court to release Jones on probation, without punishment, on the assurance he would be accepted back at camp.

"6. After release from the hospital, the victim was so mistreated and threatened by Jones' friends at the Mountain Home Camp that he was forced to resign from the Job Corps.

"7. Job Corps officials refused to sign a criminal complaint against Jones and refused to cooperate with the local prosecuting attorney, Mr. Fred Kennedy.

"8. The prosecuting attorney had to subpoena other corpsmen in order to get them to testify and at least one of the eyewitnesses to the assault, standing 3 feet from the scene, said he saw nothing. The prosecuting attorney is convinced that this witness is guilty of outright perjury, but once again Job Corps officials refused to cooperate or take action to assist the prosecution.

"9. The U.S. attorney, Mr. Sylvan Jeppesen, the prosecuting attorney, the warden of the Idaho State Penitentiary (Mr. L. E. Clapp), the vice chairman of the Idaho Board of Correction (Mr. Mark Maxwell), an Idaho parole and probation officer (Mr. Al Roark), an official of the Idaho Employment Security Agency (Mr. Bill Lesh), and the Idaho attorney general (Mr. Allan Shepard) were so incensed by the handling of this case by Job Corps officials that they met jointly and determined to bring the matter to the attention of Mr. Shriver and other officials in Washington. The prosecuting attorney wrote Mr. Shriver in December and, at least until recently, had not even received the courtesy of a routine reply.

"10. On the pleading of Job Corps officials, the district judge withheld sentence on Jones and placed him on probation for 2 years with the condition that he serve 4 months in jail and then return to the Job Corps.

"Law of the jungle

"The obvious result of this case is that enrollees at Mountain Home Job Corps Camp believe the law of the jungle prevails and that even officials of the U.S. Government countenance assault with a deadly weapon.

"Job Corps officials should be called to account for this episode. Do they believe they are teaching the young men at the Mountain Home Camp constructive values by their actions in this case? What justification do they have for hiring an attorney with Federal taxpayers' money, especially when Idaho law requires that indigent defendants be furnished counsel by the State? Why do Job Corps officials want Jones back in the Job Corps under these circumstances? Do they plan to put him back in a position of leadership and authority over his fellow Job Corps men?

"Faulty philosophy

"This case, in capsule, demonstrates two damaging and dangerous things about the way the Job Corps program is now being administered.

"First, the screening of enrollees is so incredibly haphazard that officials don't even know when enrollees are on parole for commission of major felonies.

"Second, the philosophy of Job Corps officials is so ridiculously soft and confused that they will excuse almost any behavior by an enrollee, even when it jeopardizes the chance of other enrollees to succeed.

"The case of Paul Dennis Jones in Idaho is not an isolated one. It is typical of official policy in the Job Corps. This kind of approach in handling tough young men who have committed serious crimes permeates the entire administration of Job Corps camps. It can be fatal to the program unless it is reversed by direct and immediate action.

"Two dropouts from Camp Kilmer recently declared that they would not have enrolled in the Job Corps if they had known what it was like. One of them commented, 'Many youths sent to court for a minor crime were given a choice between the Job Corps and reform school.' A common statement among enrollees is, 'If I go back, the judge will put me in jail.' Another enrollee said, 'The dormitories are ruled by gangs.'

"Is it any wonder that Job Corps dormitories are often ruled by gangs when authorities deal so foolishly with felony crimes? Job Corps policy provides specifically:

"'No dismissals from Job Corps can be made by centers without getting prior ap-

proval from Job Corps headquarters * * *. Under no circumstances, explicit or implicit, should a resignation be asked for or the opportunity to resign offered.'

"Realism needed"

"The Job Corps concept is sound, but it can't be administered successfully by administrators who coddle and encourage law-breakers and gang leaders. Unless we start getting some realism into the Job Corps program, the American people will rise in indignation and probably sweep out the good potential with the bad performance. That would be tragic for the many youngsters who can be helped by a good Job Corps program, as well as for our society as a whole."

"[From the Office of Congressman CHARLES E. GOODELL, House of Representatives, Feb. 10, 1966]

"DELIVERED ON THE FLOOR OF THE HOUSE OF REPRESENTATIVES"

"Mr. GOODELL. Mr. Speaker, on Monday of this week my colleague, the gentleman from Minnesota [Mr. QUIE], and I addressed this House with reference to problems in the administration of the Job Corps, as illustrated especially by a case in Mountain Home, Idaho. Although two of our colleagues, the gentleman from Idaho, Congressman COMPTON WHITE, and the gentleman from Florida, SAM GIBBONS, have adroitly answered with a smokescreen, both of these gentlemen and the Job Corps have admitted the truth of the important facts we presented. I regret that they chose to conceal these admissions amidst a rain of ill-conceived and unfounded charges that the gentleman from Minnesota [Mr. QUIE], and I are misrepresenting an isolated case to undermine the Job Corps. I will not reply in kind because I have great respect for my colleagues. Let me simply say that the gentleman from Minnesota [Mr. QUIE] and I were proposing the Job Corps concept before either of these worthy gentlemen were in Congress and we have consistently advocated the merits of a sensible Job Corps program.

"Not an isolated case"

"I shall recount later in my remarks the specific admissions camouflaged by these gentlemen, but let me first deal with their charge that the Mountain Home incident is an isolated case. Far from it. I shall cite today only a few of the large number of cases from all over the country.

"Camp Gary, Tex."

"Last July, three Job Corps enrollees in Camp Gary, were charged with shooting two Air Force policemen. Having been booked for assault with intent to murder, they were returned to regular duty in the camp. Job Corps officials hired three separate lawyers to defend the enrollees and the case has not yet come to trial due to delays and 'absence of key witnesses.'

"Camp Breckinridge"

"In August last year a Job Corps man on leave in Billings, Mont., was charged with shooting at a policeman and wounding a woman in a Billings bar. Job Corps officials not only posted a \$2,500 bond and are paying for an attorney, they have flown the enrollee and a security guard back and forth from Camp Breckinridge, Ky., to Billings at least twice and perhaps more. The case has still not come to trial and the corpsman remains an enrollee in Camp Breckinridge. The apparent estimate of cost in this case is a minimum of \$1,000 to the taxpayers and perhaps a great deal more. Senator LEE METCALF, Democrat, of Montana, was quoted as saying:

"The idea of the Job Corps in my opinion is a great idea, but this incident is wrong and really burns me up."

"The Senator continues:

"These dropouts and malcontents are being coddled and complimented for their derogatory behavior."

"Kingsport, Tenn."

"In December a warrant was issued in Kingsport, Tenn., against two young men for allegedly bludgeoning two victims with a lead pipe. They left the town that morning for two Illinois Job Corps camps before the warrant could be served.

"Mr. Speaker, I could go on and on with examples of this nature. Job Corps camps are, and should be, for hard-core youngsters, many of whom have had brushes with the law. They need sympathetic understanding. They also need to learn discipline and social values such as respect for law and order. The present policy of Job Corps officials too often undermines this whole purpose.

"Mountain Home, Idaho"

"In the Mountain Home case, my two colleagues and the Job Corps have now openly admitted the following devastating facts:

"First. An enrollee named Paul Dennis Jones did attack a fellow corpsman with a deadly weapon in a Job Corps dormitory.

"Second. Jones was a three-time felony loser, including conviction for attempted murder.

"Third. Job Corps screening procedures are so haphazard that they had no idea of Jones' previous record when they took him in the Job Corps.

"Fourth. Jones was in a capacity of leadership in the Mountain Home Camp, serving as dormitory leader, wing leader, and squad leader.

"Fifth. The Job Corps does not deny that the victim of the assault was drummed out of the Job Corps by friends of Jones.

"Sixth. The Job Corps did pay for an attorney and apparently for psychiatric treatment. A maximum of \$50 of this cost may be deducted from the enrollee's readjustment allowance, the rest to be paid from Job Corps funds.

"Seventh. Job Corps officials from Washington did telegraph the court that they would accept Jones back in the Job Corps. This was done at the time of sentencing by the court, when the full probation report showing his previous convictions was certainly available. Job Corps officials blithely claim that even at that time, when they agreed to accept Jones back, they knew nothing of his previous felony record.

"Eighth. The Job Corps still has no procedure for screening applicants with felony records so that they can conform to parole and probation requirements.

"Mr. Speaker, the latter point raises one of the silliest of the answers apparently given to my colleague, the gentleman from Florida [Mr. GIBBONS] by Job Corps officials. I quote my colleague:

"There is no national file of parolees or juvenile offenders; and there is no way, except for a prohibitively costly security check, in which every facet of an applicant's life can be checked."

"I would inform my colleague and the Job Corps that every State maintains records of parolees and probationers in a bureau of identification. In addition, if applicants were fingerprinted, as every inductee in the military service is fingerprinted, felony records could be checked overnight with the FBI. This is done constantly by sheriffs and police officials in our smallest communities around the country.

"Mr. Speaker, when the Job Corps takes an applicant who has a felony record, they should know about it. The Job Corps has a direct responsibility to work out provisions so that they are not a party to removing parolees and probationers from States, thereby violating State law. I am informed that the Council of State Governments has been unsuccessfully trying to work out this matter

with the Job Corps. It should be done immediately. The cases the gentleman from Minnesota [Mr. QUIE] and I have cited are but a few of the many that have occurred in the Job Corps. They are not isolated instances. They are established policy of the Job Corps.

"I am aggrieved that our two colleagues chose to slash back blindly and personally when we brought the Mountain Home case to the attention of the House. Our statements were based solidly on facts compiled by the attorney general of Idaho, Mr. Allan Shepard, and a large number of other officials in Idaho, including the prosecuting attorney, Mr. Fred Kennedy, who told me he had reviewed the attorney general's memo and approved it. As I stated to the House on Tuesday, the prosecuting attorney wanted it made clear that Job Corps officials cooperated with him fully after he refused to return Jones to the Mountain Home Camp for administrative action.

"I include at this point in the Record the full memorandum of facts given to us by Idaho officials, along with an excerpt from bulletin No. 66-40 of the Job Corps, relating to legal services for corpsmen in Job Corps conservation centers:

"DECEMBER 31, 1965."

"This memorandum is written at the combined suggestions of certain persons who attended a meeting recently in the office of Mr. Sylvan Jeppesen, U.S. attorney. In attendance were Mr. Fred Kennedy, prosecuting attorney for Elmore County, Mr. L. E. Clapp, warden of the Idaho State Penitentiary, Mr. Mark Maxwell, vice chairman of the board of corrections, Mr. Al Board, parole and probation officer, Mr. Bill Lesh, of the Employment Security Agency, Mr. Allen G. Shepard, attorney general of the State of Idaho, and his two assistants.

"Mr. Jeppesen stated that he had been requested by Senator CHURCH to attend said meeting, which was called primarily at the instance of Mr. Kennedy and Mr. Clapp.

"The discussion involved a recent criminal incident at the Job Corps Camp at Mountain Home, Idaho. It was the consensus of those present at the meeting that the entire congressional delegation should be informed both as to the circumstances and the thinking of the group regarding corrective action which should be taken.

"On or about November 15, 1965, a vicious fight took place in one of the dormitories of the Job Corps Camp at Mountain Home. Said assault allegedly took place as a result of Truley Tillman, a corpsman, playing a radio in a manner disturbing to the other occupants of the dormitory. The dormitory leader, one Paul Dennis Jones brutally beat Truley Tillman about the head and face. While sitting astride the prone body of Tillman, Jones produced a knife and slashed Tillman about the face and hands, and then plunged the knife into the abdomen of Tillman, inflicting a wound of approximately 2½ inches in depth.

"The matter was reported almost immediately to Mr. Kennedy as county prosecutor. Because of the question of Federal enclave, the Federal Bureau of Investigation had been called. An FBI investigator was dispatched to the scene that night, interrogated Jones and obtained from him a statement admitting participation in the assault. Mr. Kennedy was approached that night by officials of the Job Corps, who attempted to convince Mr. Kennedy that there should be no criminal proceedings filed against Jones and he should be released to the Corps for administrative action. No person in the Job Corps camp, either corpsman or official, would sign the criminal complaint against Jones for assault with a deadly weapon, and Mr. Kennedy was, therefore, required to sign the complaint himself.

"It was necessary to issue subpoenas and require attendance of Job Corps witnesses in court. The Job Corps officials, through their Washington, D.C., office, hired Mr. Robert Rowett, an attorney at Mountain Home, to represent the accused at Federal expense.

"At the hearing held therein, Jones entered a plea of guilty to assault with a deadly weapon, and as is usual in such cases, the district judge deferred imposing sentence pending presentence investigation.

"At the hearing for sentencing, officials from the Job Corps camp were present. A telegram from the Job Corps headquarters in Washington, D.C., was submitted to the court, which requested that the judge place Jones on probation and affirmatively stated that if said Jones were placed on probation by the court he would be accepted by the Job Corps and returned to the Job Corps camp.

"In the court of the presentence investigation, it was determined that Jones is a three-time loser on felony charges, having been convicted and served sentences in California State correctional institutions. The criminal record of Jones can be summarized as follows: At the age of 16, he attempted to kill two persons by firing nine shots from a revolver. He was admitted to the California Fort Springs Boy's Camp. In 1962 he was convicted of auto theft and received a jail sentence and 3 years probation. Later in 1962, he was convicted of auto theft and sentenced to an additional 2 years probation. In 1963, he was adjudged a parole violator, convicted of another auto theft and sentenced to the Soledad Correctional Institution. In 1964, he was paroled and on September 8, 1965, was arrested for driving with a revoked or suspended driver's license, and served a total of 25 days in jail.

"At the time of his induction into the Job Corps, he was, and still remains a parolee of California correctional system. Idaho, as are all States, is a member of the interstate compact on parole and probations. Under the terms of said compact, each State agrees that it will not permit one of its parolees or probationers to move to another State's jurisdiction without, in advance, informing the receiving State of such desire and making arrangements for the supervision of such parolee or probationer by the receiving State during the balance of parole or probationer's time. No such notification was received by the State of Idaho, or its board of corrections from either the State of California or the Job Corps. We were informed that said Jones, while at the Job Corps camp, was made a supervisor of other corpsmen in three capacities: Dormitory leader, wing leader, and squad leader which would indicate he had rather close supervision of other corpsmen.

"Mr. Kennedy has further stated that he has received practically no cooperation from fellow Job Corps men witnesses in investigating or processing the defendant for what is obviously a serious crime in the felony category. This, in spite of the fact that the defendant was a three-time convicted felon and but for extremely fortunate circumstances, his latest victim would have died.

"One of the eyewitnesses to the assault, another corpsman, called by Mr. Kennedy to testify under oath, refused to state that he had seen the assault with the knife, although standing within 3 feet of the scene. Mr. Kennedy states that he is convinced that this witness is guilty of outright perjury. The victim of the assault was so mistreated and threatened by friends of Jones that he has now resigned from the Job Corps and has left the State of Idaho.

"Jones was recently brought before the Third District Court in Boise for sentencing, at which time Job Corps' officials and his lawyer, Mr. Rowett, also appeared. The district judge, Hon. J. Ray Durtschi, withheld sentence on Jones and placed him on proba-

tion for 2 years, with the condition that he serve 4 months in jail, and then return to the Job Corps. A further condition was that he receive psychiatric treatment.

"I am sure I reflect the consensus of the group in stating that the concept of the Job Corps and the philosophy which led to its establishment is laudable in every respect. Such provides an opportunity for underprivileged youth to be trained for work and obtain necessary education. We think it is obvious that a group of young people in the 16 to 21 age bracket, most of whom are lacking in education and in the opportunity to compete in our society, are perhaps the most highly impressionable group of persons who could be assembled. Many of them have already had minor brushes with the law. I cannot think of a greater tragedy than having such a group of young people exposed to what is obviously a vicious and mentally disturbed person. To compound the problem, such a person was placed in a position of authority and responsibility over these same highly impressionable corpsmen.

"We feel from this incident can be drawn the obvious conclusion that the screening process of the Job Corps is at times, at least, a complete failure. We are informed that the officials at the local Job Corps camp are unable to, or have not determined how many if any, of their corpsmen are on a present active status of parole or probation from other States. The State board of corrections is reasonably positive that such situations exist and in conformance with the interstate compact, are desirous of being informed of the existence of parolees and probationers from other States who are presently residing within Idaho. We feel this is particularly necessary since we are informed that the Job Corps has no interest in the supervision of parolees or probationers.

"We also feel it pertinent to point out that the officials of the State of Idaho concerned with supervising probationers and parolees have had very fine cooperation with the armed services regarding such supervisory problems.

"It is also the consensus of the group that the basic concept of a Job Corps, as announced to the public at large, was not to provide rehabilitation institutions for criminals. The public acceptance of the Job Corps locations was, we felt, based on the asserted purpose of the Job Corps as providing training and education for underprivileged young people who deserved an opportunity.

"From my own personal standpoint, and while I may not reflect the consensus of the group, I must state that I am highly shocked and indignant at the use of Federal moneys to furnish legal counsel, bail, psychiatric evaluation and treatment, etc., to an accused, regardless of whether he be a Federal employee, State employee, or whatever.

"As you know, our system of criminal justice in the State of Idaho, for many years has required the appointment of legal counsel for indigent defendants and the reports of our supreme court are replete with opinions stating that the failure to fully and fairly advise an accused of his right to legal counsel, and to furnish such counsel, constitutes the deprivation of constitutional rights. I seriously question the existence of any statutory authorization for such expenditure of Federal funds. Such certainly has never been the case in regard to armed services personnel and I can see no difference between the furnishing of counsel to a job corpsman, Federal employee, and the furnishing of legal counsel to a mailman, a U.S. attorney, an elevator operator in a post office building or a U.S. Senator, any one of whom could be charged with murder or an attempted murder.

"We sincerely believe that these matters demand your attention and investigation, if

the Job Corps is to continue to have the public confidence and carry out the very laudable program for which it was designed.

"I should add that Mr. Kennedy some time ago, wrote to the Director of the program, Mr. Sargent Shriver, relative to the problems discussed herein, and has not, as yet, received the courtesy of a reply.

"ALLAN G. SHEPARD,

"Attorney General, State of Idaho.

"EXCERPTS FROM THE OFFICE OF ECONOMIC OPPORTUNITY BULLETIN NO. 66-40

"It is Job Corps policy to provide legal services to corpsmen faced with criminal proceedings. The Job Corps is intensely interested in protection of the rights of corpsmen at all times from the moment they are en route to Job Corps conservation centers for initial assignments until they are discharged.

"Attorney's fees shall be deducted from the corpsman's readjustment allowance at a rate of \$5 per hour for time expended in a judicial proceeding and \$3 per hour for time expended in office consultation and preparation. The total amount thus deducted from the corpsman's readjustment allowance shall not exceed \$50 in any case. The difference between the corpsman's contribution to his legal defense payments and the actual fees of the attorney will be paid by Job Corps up to the limits of the Criminal Justice Act of 1964. Reasonably necessary expenses incurred by the attorney in handling the case will be reimbursed by the Job Corps, but will not be charged to the corpsman.

"When a corpsman is faced with criminal proceedings, the center director should retain an attorney to represent him.

"Provide the corpsman with the opportunity to select an attorney of his choice, and inform the corpsman that fees will be deducted from his readjustment allowance at the rate of \$5 per hour for time expended in a judicial proceeding and \$3 per hour for time expended in office consultation and preparation, up to the \$50 limit. If the corpsman refuses an attorney on this basis, the center director should attempt to have an attorney supplied by a local legal service organization or appointed by the court. In any case where a corpsman is faced with criminal proceedings, the center director should immediately notify Job Corps Operations Center by teletype."

"Our concern for the future of the Job Corps and the safety of its enrollees mounts as tales of Job Corps terror increase. We are outraged to read the following newspaper account of what, sadly, appears to be the prevailing life of a corpsman:

"[From the Leader, Corning, N.Y., May 9, 1966]

"JOB CORPS MAN'S LETTER TO SISTER DIFFERS FROM ONE TO HIS MOTHER

"By Cliff Towner

"Statements made by a Job Corps man in a letter to his mother about how well he liked the Job Corps and how well he was being treated, apparently was merely an attempt on his part to allay his mother's fears.

"Several weeks ago the Leader carried excerpts of a letter from Job Corps man, Ronald James Winchell, stationed at Fort Custer, Battle Creek, Mich., to his mother, Mrs. Muriel Snyder, of Beaver Dams, rural delivery 2.

"At that time, the 19-year-old corpsman spoke of the good food and how it was "just like living at home."

"Winchell also told his mother he hadn't "had a bit of trouble getting along with the fellows here at all."

"However, this week, his mother brought to the Leader office another letter, one he recently wrote to his sister, Mrs. C. D. Jones, Jr., of 163 East Market Street, Corning, in which an entirely different story is outlined.

"Injury confirmed"

"William Gifford, a member of Congressman CHARLES E. GOODELL's staff in Washington, D.C., told the Leader today that he had confirmed Corpsman Winchell's finger injury.

"Gifford said he put through two calls to Fort Custer and spoke to the doctor who said the records showed Winchell had reported to the dispensary on April 23 with a fractured left ring finger.

"Camp officials said they did not know how the injury was received.

"When Gifford put through the second call, the doctor said he had examined Winchell again and had ordered X-rays taken of the injured finger.

"The letter, published with Mrs. Snyder's permission, follows:

"Well, I guess its about time I write you two a letter, wouldn't you say? Well, first of all I'll tell you what's really going on up here.

"Friday night I got into a fight and almost broke my collarbone. I got thrown face first into one of the beams in the room and boy, did it ever hurt.

"I thought for sure that I broke it, but it feels all right now, thank God. After my finger, that's all I'd need.

"I've just about broken my finger a couple of times over again, but Saturday night really did it. I got in another fight and I had to use my left hand. I thought that really did it because I couldn't move it for the rest of the night.

"It's not easy fighting with one hand but I'm sure as hell going to fight back, no matter what happens.

"I don't think I'll ever be able to use that hand like I should. It just starts to heal up and then I have to use it to defend myself. Just about every night there's guys getting jumped and beat up just for the hell of it. Race riots don't help either, if you know what I mean.

"Sunday night one of the foreman's cars were set afire by corpsmen. They haven't found out [who] did it yet, but when they do I guess its 5 years for [whoever] did do it. A can of lighter fluid was found by the car. It burnt the insides all to hell.

"Some guys go to the show at night and most of the time some of them end up in the dispensary cut up, most of the time.

"About a month after I got here at Custer I had the first chance to [experience] having a knife pulled on me. It happened coming back to the camp from Battle Creek on the bus. I didn't have much to say about it at the time or I wouldn't be writing anybody anything.

"I didn't want to tell Mom any of this because you know how she would react. I'm telling you and Clive this because I think you'll understand what's happening.

"I found out that over 40 percent of all the guys that come in Job Corps leave because of what I'm telling you now. They're in for a few weeks and that's all it takes.

"Now, for instance, I'm sitting on my bed writing in a notebook. In the back of the binder I've got a [razor] blade stuck where no one can see it. Just waiting for someone to come fooling around. I don't mean by the kind of fooling around we did home. It's all together different. The blade does the trick just by showing it to your [opponent]. Well this isn't half of it, but I'll stop now."

"Mrs. Snyder hasn't heard from her son for more than 2 weeks and expressed her concern for his safety after reading the above. Congressman CHARLES E. GOODELL has been asked to investigate."

Recent disturbances at the Rodman Job Corps Center, located on the outskirts of New Bedford, Mass., we feel, emphasize the need for careful screening of enrollees and more adequate security protection at the Job Corps centers:

Terror in the streets

For several months, residents of the south end of New Bedford, Mass., have complained to civil and Job Corps center authorities that the discipline and control of enrollees at the Rodman Men's Job Corps Center was extremely lax. A near riot at the center late last summer and several instances of violence at the center and in New Bedford during recent weeks resulted in a nervous and tense situation in New Bedford.

The following was reported by members of the New Bedford Police Department:

"On Saturday night, May 21, 1966, a crowd of approximately 150 Job Corpsmen gathered at about 10 p.m. and began a march to free a fellow Corps man who had been arrested earlier in the day and charged with wielding a knife. Two single-manned New Bedford Police cars attempted to intercept the crowd who were armed with pipes, bedposts, umbrella sticks, and stones. For nearly 2 hours, the mob terrorized the neighbors who resided in south New Bedford near the Job Corps center. It was reported some of the New Bedford citizens sat in their bedroom windows armed with shotguns and .22 caliber rifles. Men were afraid to leave their homes to report to work for the night shift. Job Corps men rapped on houses with clubs and looked in the windows of residents' homes.

"Approximately 35 police from 2 shifts reported to the emergency. The Job Corpsmen were persuaded to return to the center about midnight. They continued to shout obscenities at the police and hurl rocks at the patrol cars. One policeman reported a shot fired at the patrol car from behind the center fence. A Molotov cocktail-type bomb was recovered by the police, together with a variety of clubs, pipes, and umbrella sticks.

"In the absence of security and in view of the limited police personnel, many considered New Bedford fortunate that there were no physical injuries reported and a minimum of property damage. The police who reported to the scene first feared they would not be able to handle the emergency.

"The New Bedford, Mass., City Council acted swiftly. At a special meeting Monday, May 23, the following resolution was passed by unanimous vote of the council:

"NEW BEDFORD CITY COUNCIL

"Whereas it is quite apparent that Job Corps facilities have no place in urban communities, particularly one the size of New Bedford, since such cities are unable because of a lack of manpower, both police and fire, to deal with resulting problems; and

"Whereas despite the fact that we are unqualified in agreement that the basic idea is meritorious, experience shows that improper location detract from the chosen goals; and

"Whereas the people living in the south end of New Bedford have had their peace of mind shattered and they have been put into a state of fear that is alien to this staid New England seaport; and

"Whereas the populace, with few exceptions, demand that the center be moved away from New Bedford immediately; and

"Whereas the city is actually menaced by hordes of undisciplined youths and it will not be long before it is reduced to a state of hysteria; and

"Whereas President Lyndon Johnson should be advised of this defect in his system of living laboratories: Therefore be it

"Resolved, That the President of the United States be and he is hereby respectfully implored to close down the Rodman Job Corps and to move its facilities to a rural area away from this city; and be it further

"Resolved, That a copy hereof be mailed as evidence of our sentiments to President Johnson.

"Rollcall vote of the New Bedford City Council: 11 yeas; no nays; vote recorded unanimous."

Based on these and other authoritative accounts of the way in which Job Corps camps are being administered, we would concur with a Federal judge who recently returned a 17-year-old Job Corps trainee to a Federal correctional institution for juveniles rather than return him to the Job Corps, because as he expressed it,

"I'm concerned about the discipline at the Job Corps. We are dealing with a sensitive situation and if we let this sort of thing go on (marihuana at the center) we don't know to what proportions it might grow. I think the National Training School will provide a better atmosphere for you."

We cannot allow such atrocities to continue. We insist that arrest records of all Job Corps applicants be checked and that practical and reasonable disciplinary measures be imposed at the camps. The Republican views on this subject are in complete agreement with those of the Democratic leader in the Senate as expressed by him on the Senate floor on Wednesday, April 27, 1966. Senator MANSFIELD's comments are set out in the following Republican poverty memo:

"[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 22, May 2, 1966]

"SENATOR MANSFIELD ON THE JOB CORPS

"Republicans proposed experimental Job Corps camps 3 years before the poverty program. We believe in the concept, but we do not believe in the Job Corps program we have today.

"Each time we advance specific criticism, the broken record response from poverty officials and their spokesmen in Congress is, 'Oh, that's an isolated case and they are just trying to destroy the Job Corps program.'

"They ignore the almost endless evidence of poor administration, protection rackets, Corps men forced to live with pipes under their pillows, lack of discipline in camps, and lack of planning for jobs outside of the camp—these conditions seem to prevail across the country.

"In the past we have exposed serious faults in the selection and screening of corpsmen, but the mass-production psychology prevails. Earlier this year, we cited the case of a Montana corpsman who shot a lady in a Billings bar. Thereafter, he was not only retained in Camp Breckinridge, Ky., but flown with a guard back and forth from Kentucky to Montana several times at taxpayers' expense to attend court proceedings in Billings.

"This is not a partisan issue. At the time this incident occurred, Senator LEE METCALF, Democrat, of Montana, said, 'The idea of the Job Corps in my opinion is a great idea but this incident is wrong and really burns me up. These dropouts and malcontents are being coddled and complimented for their derogatory behavior.'

"We had hoped our protest and warnings would be the end of this continuing story of shortsighted administration. Now the Democratic leader in the Senate, Senator MANSFIELD, of Montana, has revealed that this regrettable story continues. Here are Senator MANSFIELD's own words spoken from the Senate floor on Wednesday, April 27, 1966:

"Mr. President, one of the major programs within the administration's antipoverty program is the Job Corps. It is my understanding that the program is designed to take youngsters from unfortunate surroundings and expose them to education, training, and guidance, preparing them for a more worthwhile role in our society. The program takes these people from their home environment and places them in camps throughout the country. There are now three Job Corps camps in my State of Montana.

"The basic idea of the Job Corps is fine, but I have become somewhat concerned about its implementation, the screening

process used in filling the camps and overall inadequacies in the administration of the program. First of all, it seems to me that everyone was in too big a hurry to get the first camps operating, too little time was given to the screening of Job Corps applicants. There is a need to be more selective. There are many who can be helped and who are willing to be helped. These camps should be limited to those who have given some indication that they want to be helped and are willing to try. It was not my intention to support the establishment of three reformatories in my State. There have, as yet, been no major incidents at any of the Montana camps.

"I do not like admonishing the Job Corps but an incident has occurred in Montana which illustrates my cause for concern. Some months ago a juvenile in Billings with a most unfortunate background was selected for the Job Corps. However, before he could be transported to his camp in the Midwest, he was involved in a barroom brawl and shot a patron. His defense was immediately taken over by the Job Corps officials, he was then taken to the camp and returned to Billings, when required by the courts. He was given better counseling, care, and attention than the average individual. Within the past week or so he escaped from camp with a colleague, stole a car and in Indiana was involved in a car accident taking the lives of two people and hospitalizing others in critical condition, including himself.

"I am well aware that there can be bad apples in every program, but it seems to me that there is something wrong. Perhaps it is a matter of lack of know-how and inefficiency on the part of the administrative Job Corps personnel involved. They and those enrolled in the program should have been more selective in the very beginning. Certainly a man with a criminal charge against him should be kept under very close surveillance. Also there is a grave question as to any value this program might be to a person of this nature. The individual involved was given treatment and protection above and beyond that allowed the average citizen, only to have it thrown back at us with more criminal action.

"I do not like speaking in this vein, but I cannot stress too strongly the need for a more careful selection of Job Corps men and an insistence upon efficient and capable administrative and guidance personnel."

"It is time Congress imposed some sensible standards on Job Corps administration. Our opportunity crusade, offered as a complete substitute for the war on poverty, in the form of H.R. 13378, would impose careful screening and enrollment procedures."

The desire of OEO for dramatic results could well cause another serious problem at the expense of corpsmen. As tales of Job Corps terror rise, enrollees drop out and new camps open at rising expense, a critical shortage of potential enrollees has developed. How has OEO responded to this problem? They have launched a series of hasty recruitment campaigns, the implications of which are described in the following Republican poverty memo:

"[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 19, Apr. 26, 1966]

"WHO IS THE 'WRONG-WAY CORRIGAN' AT OEO?

"The Job Corps has been under fire for its superficial and inadequate testing, evaluation, and screening of applicants. It is the conviction of many of us that, at an average cost in excess of \$9,120 per enrollee, assignment to a Job Corps camp should be based upon careful professional evaluation.

"While constructive critics have been urging Job Corps officials to tighten up recruitment procedures, Job Corps officials have launched a series of new and experimental procedures that might well be called blind man's buff.

"All of the recruitment gimmicks have the purpose of speeding up the processing time and funneling applicants into Job Corps camps on a crash basis. One experiment, designed to enroll roughly 3,700 applicants, has been the waiver of the Medical examination of applicants between April 14 and May 7.

"As one recruitment announcement advertised, those who apply prior to May 7 'will not need a physical examination if they are in good health.' How does OEO intend to determine an applicant's health unless he has been examined by a physician?

"Other recruitment programs guarantee that Job Corps applicants will be sent to a camp within 24 hours after signing up, 3 days after signing up, 5 days after signing up, or 10 days after signing up. Whether the process takes 24 hours or 10 days seems to be determined by the area of the country the applicant comes from.

"How are these high-powered public relations devices going to improve the haphazard screening procedures that have caused so many problems in Job Corps camps? How are criminal records to be determined and analyzed for proper applicant assignment? How are epidemics of communicable diseases to be avoided at Job Corps centers? Why the assembly-line, supermarket approach at this stage?

"Poverty officials earlier indicated they had 152,000 applicants for the Job Corps and couldn't take care of them all. The 435,000 'Li'l Abner' comic books, designed to stimulate Job Corps applications, are gathering dust in a warehouse at taxpayers' expense. One of the reasons given for shelving the comic book approach was a backlog of Job Corps applicants. With a backlog of applicants, OEO launches a series of all-out recruitment programs. The poverty question of the day, is, 'Who is the "Wrong Way Corrigan" at OEO?"

"The sputtering Job Corps

"The results of the hasty launching of the Jobs Corps programs show a number of centers are shifting management. During recent weeks, the Office of Economic Opportunity announced sponsors at the following will be replaced: St. Petersburg (Fla.) Women's Job Corps Center; Camp Atterbury Job Corps Center, Edinburg, Ind.; and Camp Breckinridge Job Corps Center, Morganfield, Ky.

"In St. Petersburg, Fla., the Pinellas County School Board has voted not to renew its contract when it expires July 31, 1966. The following Republican poverty memo relates the sequence of events leading to OEO's decision to abandon St. Petersburg when the current contract expires:

"[Republican Members Poverty Subcommittee, Republican Poverty Memo No. 25, May 13, 1966]

"ROCKING CHAIR VERSUS ROCK AND ROLL OR COMMUNITY RELATION ATROCITIES IN ST. PETERSBURG FLA.

"A first requirement in successful operation of a Job Corps center is good community relations. In St. Petersburg, Fla., Job Corps officials have acted out a textbook version of how not to promote good community relations. In April 1965 they opened a Women's Job Corps Center in the Hotel Huntington in a quiet area surrounded by residential dwellings for retired people. The rental of the Hotel Huntington for 18 months totaled more than its appraised value. Community resistance and resentment were overwhelming. At the time, an OEO spokesman, referring to Women's Job Corps centers, said, 'The St. Petersburg Center is the first. If any mistakes have been made, the responsibility is mine and I will learn from them.'

"After 1 year, OEO had graduated 42 enrollees from the St. Petersburg Center at a cost of \$1,646,601, averaging \$39,205 per graduate. The monthly cost of the St. Peters-

burgh facilities is by far the highest of any Women's Job Corps Center in the country.

"Training and classroom facilities were spread over four separate locations in St. Petersburg, and the Pinellas County School Board, the Center's sponsor, has been locked in continuous struggle and controversy with OEO, causing them now to terminate their contract.

"Having blundered so disastrously in their selection of the Huntington site and in promoting good community relations in this first Job Corps operation, OEO has now demonstrated their 'new look' in community relations and demonstrated how they have learned from past mistakes. On May 4, with great gusto, OEO announced the Center will be moved to the old luxury Soreno Hotel under a 14-month contract for \$3.1 million. Amazed local officials lost no time in reacting. On May 10, the St. Petersburg City Council passed an ordinance precluding the use of the Soreno Hotel for a Job Corps Center. On May 11, the school board refused to extend the current contract for use of school facilities. Protests rose from every corner, including community businessmen and planners who found the Job Corps location in direct contradiction of redevelopment and rehabilitation plans for that area of the city. The Governor has indicated he will try to veto the project."

It would appear that Job Corps officials have leaped from the frying pan into the fire, and they owe Congress and the people of St. Petersburg some explanations:

"(1) Did any community officials agree to the Soreno Hotel location before it was announced?

"(2) Could the dreamers at OEO come up with any location that would cause more community disruption in St. Petersburg?

"(3) What possible basis did they have for selecting a community like St. Petersburg for a Job Corps site in the first place?

"(4) What accounts for the apparent obsession at OEO to rejuvenate old hotels in unsuitable locations?

"(5) Under present policies can they hold out any hope to the American taxpayers that they will ever get their cost per Job Corps graduate down to as low as \$20,000, without counting dropouts as graduates?

"We are particularly affronted by Job Corps bungling because of our longtime sponsorship of the Job Corps approach. Three years before the war on poverty, we proposed experimental skill centers for young people who need to be liberated from their immediate environment in order to respond to educational training. The Education and Labor Committee this week has rejected summarily a whole series of Republican amendments to tighten up Job Corps procedures and to counter the mass production psychology that still seems to prevail at OEO.

"Our 100-page 'Opportunity Crusade,' as a complete substitute for the poverty war, would require proper planning, consultation with local officials, and sensible economic management. It would direct Job Corps officials by specific provision of law to 'stimulate formation of indigenous community activity in areas surrounding Job Corps centers to provide a friendly and adequate reception of enrollees in community life.'"

When OEO announced the change of sponsor on May 4, 1966, a spokesman stated the Pinellas County School Board decided not to seek renewal of its contract because of the administrative burden. On May 13, 1966, Sargent Shriver, OEO's Director, announced the Job Corps was being removed from St. Petersburg, Fla., because of the hostility shown to the Job Corps Center and the enrollees.

At Camp Atterbury, Ind., OEO has decided not to renew the Job Corps contract with Midwest Education Foundation, Inc. Westinghouse Electric Co. was scheduled to take over the operation on June 1, 1966. Critics

of the Atterbury program termed it a "sad, sad failure."

On March 10, 1966, OEO announced the Breckinridge (Ky.), Job Corps Center would be run by General Precision Equipment, Inc. A spokesman for OEO said the contract would not be renewed because the Center operation was too much of an administrative burden for Southern Illinois University.

On March 8, 1966, at the hearings before the Ad Hoc Subcommittee on the War on Poverty, Sargent Shriver, OEO's Director, testified steps had been undertaken to change the contractor at Breckinridge. He acknowledged there were 624 corpsmen, although the contract called for 2,000, and 569 staff members in the Center. It is difficult to explain a situation like Breckinridge when thousands of applicants are waiting to fill Job Corps slots.

It is apparent the Job Corps program is floundering. It is the Republican view that OEO has had ample opportunity to demonstrate its ability to administer a productive, worthwhile Job Corps. In the opinion of the minority, OEO has failed more noticeably in this area than in any other single antipoverty program.

WORK TRAINING?

Republicans recognize the vast potential of a Neighborhood Youth Corps program to deal with the acute, widespread problem of school dropouts and the tremendous waste of manpower resulting from the idleness of large numbers of our youths.

A soundly conceived, properly administered Neighborhood Youth Corps would do much to alleviate the problem of training youths for meaningful employment and prepare them for productive futures. To date, there is little evidence the Neighborhood Youth Corps program has accomplished these objectives. On the contrary, newspaper accounts report endless examples of dishonesty, kickbacks, political patronage, enrollment of fictitious persons, displacement of the elderly by Neighborhood Youth Corps enrollees, and gross disregard of eligibility standards.

It is a common complaint of enrollees that their "training" consists of streetsweeping, picking up park litter, leaf raking and other forms of meaningless employment. The failure of this "work training" program, as it was originally designated, and since forgotten, is pointed up by the complaint of one young corpsman: "When the money is spent and the program is ended we'll be right back where we were before the Neighborhood Youth Corps."

We feel that the Neighborhood Youth Corps program has failed to accomplish its objective of providing useful work experience and enabling impoverished to resume their education for the following reasons:

1. The failure of OEO to communicate with local sponsors in regard to eligibility standards and criteria resulted in substantial numbers of ineligible enrollees in the program thus depriving the very needy and hard-core poor of participation.

2. A lack of attention to administration and inspection of programs has permitted corruption, scandals, and abuses to occur.

3. Failure to include private industry in the program has severely limited the occupations available and has provided little opportunity to train youths in skills required for productive and permanent jobs.

The following are some nationwide illustrations of what has happened in the Neighborhood Youth Corps program:

Chicago, Ill.

"[From Republican Members, Poverty Subcommittee, Republican Poverty Memo, No. 1, Tuesday, Mar. 15, 1966]

"Hearings are now underway on the poverty program.

"Last week, Mr. Shriver testified rather superficially on a variety of issues. Among other things, in his prepared testimony, he

made the incredible statement that, 'Since last summer fewer than 50 ineligible have been discovered in the Neighborhood Youth Corps.' The very next day, Secretary Wirtz contradicted Mr. Shriver by admitting that at least 5,000 to 6,000 enrollees in the Neighborhood Youth Corps have been found ineligible and dropped since last summer; 1,700 were dropped in Chicago alone since January 1. Now they are saying that these are welfare cases, barely exceeding the strict poverty standards. Well, a quick spot check of widely dispersed records in Chicago gives quite a different picture. Although arbitrary handling of the hearings prevented me from questioning Mr. Shriver on these, here are some samples. I have removed the names of the enrollees to spare them embarrassment; however, they are available to officials who may be interested:

"Male enrollee—17, family of four, father head of household, income \$11,000 a year.

"Male enrollee—19, family of five, father head of household, income \$10,200 a year.

"Female enrollee—19, family of two (housewife with no children), husband head of household, income \$5,000-plus a year.

"Female enrollee—18, family of three (an only child), father and mother both work, earn jointly \$150 per week.

"Female enrollee—20, family of three (an only child), father head of household, income \$7,500 a year.

"Male enrollee—17, family of six, father head of household, income \$7,000-plus a year.

"Male enrollee—19, family of five, grandfather head of household, income \$7,000-plus a year.

"Male enrollee—18, family of six, father and mother both work, earn jointly \$500 a month.

"Male enrollee—20, family of five, father head of household, income \$5,400 a year.

"This is the program supposed to help poor youngsters who are school dropouts or likely dropouts for reasons of poverty. Obviously, a full investigation would reveal many times more than Mr. Shriver's 50 ineligibles in Chicago alone. And no wonder. Last November the public relations representative for the Chicago poverty program stated, 'We don't know what the families of kids make. No straight flat figure on what an applicant family should make has been set. We have no statistics on incomes of the families of the kids in the Corps. We assume that, when we receive a name from the Illinois State Employment Service, the candidate named is qualified.'

"At that time, the executive director of the Chicago program was quoted as follows: 'It is absolutely correct that, until today, no means test was given in recruiting.'

"Almost one-quarter of the total enrollees in Neighborhood Youth Corps in Chicago had to be dropped because they exceeded the income requirement. At the same time, the poverty director in Chicago admits that there are at least 35,000, and others estimate up to 60,000, young people between the ages of 16 and 22 in Chicago who fully meet the poverty standards for Neighborhood Youth Corps but weren't given a chance.

"These are not isolated cases; they prevail all over the country. In addition to the 1,700 dropped in Chicago, Mr. Jack Howard, Director of the Neighborhood Youth Corps, admitted that about 2,000 in New York City and at least 1,000 in Los Angeles were ineligible. That is close to 5,000 ineligibles from 3 cities alone.

"In the next few days, we will discuss other serious violations in the poverty program in Chicago. In the meanwhile, let me emphasize that the Quie-Goodell opportunity crusade would correct these deficiencies and put 50,000 youngsters into productive jobs in private enterprise through a new Industry Youth Corps."

Boston, Mass.

In November 1965, the Boston (Mass.) Traveler discovered and exposed thefts, employment of ineligibles and other irregularities in Boston's Neighborhood Youth Corps projects. The thefts perpetrated by falsified payrolls and forged checks were in the summer work program for Boston's youths. According to the Boston Traveler, November 30, 1965, additional payroll thefts of \$2,000 were uncovered along with fresh evidence that city hall henchmen were picking off plum jobs in the program.

On December 3, 1965, the Washington Post reported the Labor Department was holding up \$1.5 million in a pending renewal grant to the Neighborhood Youth Corps in Boston.

On November 29, 1965, the board of directors, Action for Boston Community Development, Inc., the community action agency which ran Boston's Neighborhood Youth Corps program, accepted the resignation of the president, Charles I. Schottland.

On December 29, 1965, the Boston Herald reported Joseph S. Slavet, executive director, ABCD, resigned and Arnold L. Schuchter, deputy director, was fired by unanimous vote of the board of directors.

In March 1966, Mr. Schuchter advised an investigator of the ad hoc Subcommittee on the War on Poverty that he was working for the Office of Economic Opportunity on a consultant basis.

The March 3, 1966, edition of the Boston (Mass.) Record American reported the FBI, OEO, and the U.S. Labor Department were investigating new evidence of financial irregularities involving youths employed in ABCD's summer programs. It was reported an ABCD official admitted the agency had been unable to locate some 200 youths listed as employees and for whom W-2 income tax forms had been issued. Some youth had complained they received W-2 forms showing more income than they actually received.

By letter dated May 16, 1966, J. Edgar Hoover, Director, Federal Bureau of Investigation, advised Congressman CHARLES E. GOODSELL the FBI had completed an investigation of allegations of payroll irregularities in connection with ABCD's program and that prosecutive action with regard to six potential subjects, five employees and one enrollee of the program, is presently under consideration by the U.S. attorney, Boston, Mass.

Memphis, Tenn.

In June 1965, 20 youths who made a weekly salary of \$31.25 participating in the Neighborhood Youth Corps project were forced to "kick back" \$25 each from their salaries for the hiring of an unauthorized supervisor. One mother said her 16-year-old son came home almost in tears because the supervisor had been worrying him about the money.

Chattanooga, Tenn.

In April of this year, the Federal Bureau of Investigation instituted an investigation of the Neighborhood Youth Corps program on the basis of complaints from three enrollees who complained they never received and hadn't earned five checks issued in their names for a total of \$460.

Rhode Island

Irregularities in eight Neighborhood Youth Corps projects in Rhode Island were disclosed in the fall of 1965.

In Cranston, 42 of 248 enrollees were ineligible; in Newport, 47 ineligibles of 370; in North Providence, 47 of 80; in Jamestown, 36 of 75; in Johnston, 39 of 91; in Central Falls, 52 ineligibles; in Burrville the program was suspended because of "poor administrative practices"; and in Warwick, personnel allegedly working full time for the Neighborhood Youth Corps continued in their municipal jobs—the salaries for those jobs were then paid from Neighborhood Youth Corps funds.

Providence, R.I., newspapers reported the following:

In the Jamestown project the average income of the families of enrollees was \$6,000 to \$7,000 and seven enrollees were paid to give sailing lessons.

In the Johnston program 10 of the youths were college students and the parents of 73 owned at least 58 homes and 113 motor vehicles.

In the Cranston program, 3 parents were making over \$9,500 a year and 10 parents were in the \$5,300-\$6,300 range. Some of the city councilmen were allowed from 5 to 10 referrals each.

In the Newport-Middletown program, eight were students in college and the director of the program, at \$8,000 a year, was the mayor of the city.

Kansas City, Kans.

In October 1965, wide-scale discrepancies in the Kansas City, Kans., Neighborhood Youth Corps program resulted in the city refunding \$7,122.27.

The Kansas City Times, October 29, 1965, reported the investigation was precipitated by Noel Newsom, a discharged assistant counselor, who charged that politics was responsible for the hiring of many youths.

More than 70 youths in the program came from families whose income was higher than the criterion for the poverty program.

According to Charles W. Peasinger, Jr., OEO investigator, among those given jobs in the program were a youth who drove a 1965 Thunderbird to classes at the University of Kansas, a girl whose father owned both a service station and a liquor store, and the stepson of Joseph G. Poirner, chairman of the Wyandotte County Democratic Party.

New York, N.Y.

In November 1965, a Neighborhood Youth Corps directive ordering that Federal low-income eligibility standards be observed caused New York City to drop about 2,000 of 5,000 youths from its program.

Los Angeles, Calif.

In January 1966, approximately 2,000 youths were removed from Neighborhood Youth Corps jobs because they did not meet the Federal income criteria.

Pasadena, Tex.

On April 25, 1966, the Houston Post reported the city of Pasadena, Tex., sponsored Neighborhood Youth Corps project for 80 boys and 10 girls was "one of the worst fiascos in the history of the Neighborhood Youth Corps in Texas."

The Pasadena project was not started until July 20, 12 days after the Neighborhood Youth Corps published the poverty level standards.

"We had no definite guidelines from the Federal Government as to who should be enrolled," the Houston Post quoted Mayor Doyal.

"We didn't understand the Youth Corps to be strictly a poor-folks program," said the chairman of the selection committee. "Our determination of who should be picked first was not strictly on the basis of poverty. We felt there could be kinds of poverty other than material poverty, that perhaps some needed jobs for spiritual or other reasons."

In many cases, the corpsmen's parents said their children's participation was not because of economic need. Most parents said they did not understand the program was for helping only the poor.

One 17-year-old was the son of working parents, his mother a city of Pasadena secretary and his father an operator for a big chemical company, both working. The mother was Mayor Doyal's secretary for about a month soon after he took office in May 1965, but she said she pulled no strings to get her son in the corps.

The Houston Post reported John Ray Harrison, director of the Youth Corps project,

and a member of the Texas House of Representatives, is a former law partner of Mayor Doyal. Doyal said he hired Harrison as director, at \$180 a week paid from Federal funds, because he could find nobody else appropriate for the job at that time. Harrison is a former youth counselor for the Pasadena police and schools. He resigned as Youth Corps director September 25, before the program ended.

Harrison "did us a favor" in taking the job, Doyal said.

How much of a favor was not fully apparent until after the Post reporter began checking into the project on February 3.

Baker said that about February 3, Harrison brought back the W-2 tax withholding form he had received from the city and asked that the city stop payment on the checks totaling \$1,552.34 (after taxes) he had received back at the time of his Youth Corps service.

Harrison, now a candidate for the State senate, later said he had never intended to cash the checks "because I didn't want to get myself in a political box."

It just so happened that he asked the city to stop payment on them in February, months after he received them, "because that was just when the W-2 forms came out, and I wasn't going to pay taxes on them," he said.

La Grange, Tex.

The April 26, 1966, edition of the Houston, Tex., Post reported 71 of 186 enrollees in the La Grange, Tex., Neighborhood Youth Corps project in November 1966, because their family income exceeded the family income standards.

Bellevue, Nebr.

The October 29, 1965, edition of the Des Moines, Iowa, Register contained details of the cancellation of the Neighborhood Youth Corps project in Bellevue, Nebr., after investigators reported 90 percent of the youths enrolled were not from low-income families.

It was reported that, in an interview, the Youth Corps investigator said that only 10 of 153 youths in the program came from families with less than \$4,000 a year income. He said 82 of the youths reported their families earned in excess of \$6,000 a year and it was obvious that many of the youths were from families with more than \$10,000 income. He said the parents included several Air Force colonels and engineers.

The Bellevue project started in March 1965 and was canceled in May of that year, officials said.

Wilmington, Del.

In the summer of 1965, the Wilmington News-Journal investigated the Wilmington, Del., Neighborhood Youth Corps project and discovered that:

At least 18 boys in the corps—about a fifth of the total—were close relatives of employees on the public payroll or Government officials.

At least 15 of those are relatives of Wilmington city employees or officials.

Other enrollees among the 89 youths resided in the so-called "better" neighborhoods.

Johnstown, Pa.

In December 1965, investigators of the Subcommittee on the War on Poverty reported four elderly charwomen had been displaced by Neighborhood Youth Corps youths at the Cambria County War Memorial, Johnstown, Pa., during the period June to November 1965. One of the elderly ladies was the sole support of her family which included a 21-year-old retarded child.

Carlinville, Ill.

On October 22, 1965, Hon. PAUL FINDLEY, in his remarks on the floor of the House, referred to the October 12 issue of the Wall Street Journal as follows:

"POLITICAL IMPRINT ON YOUTH CORPS

"(By Jerry Landauer)

"CARLINVILLE, ILL.—When Sargent Shriver's antipoverty program descended on southern Illinois one Friday afternoon, certain townsfolk in Macoupin County could hardly contain their joy. 'I thought it was too good to be true for a thing like that just to drop in on us,' recalls Walter Vesper, a Democratic ward leader who makes his living checking eggs and produce for the State department of agriculture.

"In Staunton, Mr. Vesper and several more Democratic colleagues unhesitatingly enlisted as local lieutenants in the national antipoverty crusade. With an efficiency that big-city machines might envy, the small-town politicians worked the phones that weekend. By 9 o'clock Monday morning more than a score of young men and women aged 16 to 21 were lined up outside the city clerk's office and by late afternoon close to 40 had signed up for the Neighborhood Youth Corps.

"Not one Republican family around here knew anything about it until after the kids were enrolled," says Roy France, former mayor and voluntary supervisor of the Staunton NYC project, who later quit in disgust. 'I'd say probably not more than five kids were really poor. While the wealthy kids were working, many who didn't have decent clothes to go to town in came to me crying. It was a rotten, corrupt political deal.'

"Here at the county seat, the joy generated by the NYC matched the cheers it received in Staunton. Skipping church on Sunday, Carlinville's five Democratic precinct leaders gathered around the council table in city hall to deliberate. In meetings convened for 10 a.m., 2 p.m., 5:30 p.m., and 8 p.m., the leaders lined up enrollees. 'By Sunday night we had 27 boys and 10 girls,' Mayor Howard Heinz recalls.

"Lanky Mayor Heinz, a furniture dealer, hadn't even been aware that Macoupin County would participate in the Youth Corps part of the poverty program until an emissary appeared in his store at 5 p.m. the previous Friday to tell him. 'It was a purely Federal expenditure going down the hatch anyway, so I took it,' the mayor explains.

"The kids were supposed to start work Monday morning. I asked, 'How can we organize this thing so fast?' and this fellow said not to worry. That had been taken care of, he told me.' Next day Carlinville's Democratic chief called to suggest the Sunday meetings.

"GUIDELINES NOT CONSULTED

"But though Carlinville's Democrats organized the Corps without help from county or State welfare agencies (the county public aid director wasn't even asked to provide a list of potential enrollees) and without consulting Washington's selection guidelines, the youth project rolled along fairly well for a time.

"The youngsters helped stack books at the library, supervised children in the park, cleaned up parts of the city cemetery, pulled grass from sidewalk cracks, and cut away underbrush near the lake. They were paid \$40 for a 32-hour week.

"Some problems did crop up. One boy who terrorized other brush cutters with a machete-like knife had to be removed for psychiatric examination. John Dun, veteran Democratic leader of the third ward, tried to fire a second boy whose parents he believed might be Republicans.

"Nonetheless, many townsfolk say that, to some extent, at least, Washington's goal of providing useful work experience for needy kids was met. Naturally Democratic politicians lead what chorus of praise is heard for the Corps' accomplishments.

"These kids did things that have never been done in this town before,' asserts Robert

(Sonny) Albertine, one of the five precinct leaders who attended the Sunday selection sessions. Mr. Albertine, who draws \$748 monthly as chief plumber at the statehouse in Springfield, a post to which he was appointed by the secretary of state, particularly resents complaints that his 17-year-old stepson was among the youths who found work in the Neighborhood Youth Corps.

"He comes from a broken home, don't he?" Sonny demands. "Believe me, that kid came home from work with blisters on his hands. Anyway, to the victors goes the spoils, you know what I mean?"

"A VOLLEY OF PROTEST LETTERS"

"The appearance of the stepson's name on the list of recruits published by one of the town's two weekly newspapers was among the events that inflamed the critics. Others wondered how a girl member of the Corps could afford to drive to her playground supervisor job in a sporty red convertible (a gift from her grandfather). Charles F. Wolf, a bacteriologist, began firing off a volley of protest letters to Washington; there, the Labor Department operates the NYC under Sargent Shriver's generalship.

"Mr. Wolf's complaints drew a rather prompt response. Sargent Shriver's headquarters dispatched an inspector, and within a few days 83 corpsmen in the county were dropped as ineligible. But that still left Macoupin holding 186 of the 900 jobs filled in all Illinois beyond Chicago. 'We didn't fool around down here,' brags County Democratic Leader Edgar Fuess, recalling that of the first 600 jobs, Macoupin hogged half. Mr. Fuess is on the State payroll as a truck weight checker.

"Spokesmen for the Illinois Farmers Union, the statewide project sponsor, say politics infiltrated the Youth Corps as a byproduct of well-intentioned haste to get it going. 'The thing did get away from us,' concedes Ray Watson, Farmers Union president. 'But as soon as we found something wrong we got cracking.'

"Critics, however, pointing to the Farmers Union's close ties with Illinois Democrats, question the wisdom of delegating responsibility for any part of the antipoverty program to organizations which are necessarily involved in local or State politics.

"Democratic Boss Fuess, for example, is a Farmers Union member. He readily concedes that the group's county president asked him to help organize the Youth Corps. 'Naturally I helped all I could.'

"Right now the local Democrats are waiting hopefully for more Federal money to finance a followup project of part-time work for youngsters who otherwise couldn't stay in school. Few politicians who greeted the Youth Corps with sign-up pencils poised seem chastened.

"'There was only one mistake in the whole business,' concludes Carlinville's Sonny Albertine, 'that was when Washington paid attention to a bunch of grippers.'"

"COMMUNITY ACTION—A HOMETOWN FIGHT"

Republicans view the community action program as the most confused, mismanaged, and ineffective effort of the entire war-on-poverty program. An early pamphlet published by the Office of Economic Opportunity, entitled "Community Action—A Hometown Fight," turned out to be ironically true. During the year of 1965, community action programs across the country were bogged down in a variety of perplexing situations, including problems of composition of boards of directors, power structure versus the poor, lack of involvement of the poor at all levels, fiscal irresponsibility and chicanery, and generally clogged communication lines between OEO and the various community action programs.

Very early in the program, it was apparent to all that the first beneficiaries of the war on poverty were to be those serving in the

upper echelons of the community action staffs. Social workers, schoolteachers, welfare administrators, and political favorites vaulted into war-on-poverty programs at handsome salaries ranging from \$10,000 to \$27,500 per year while the poor stood by, stunned by developments in a program supposedly designed for them.

The newspapers carried daily accounts of programs mired in struggles between community power structures and the poor for control of programs and poverty funds.

Numerous scandals were reported in community action programs involving fiscal dishonesty, waste, mismanagement, and abuse of funds.

Community leaders and clergymen, who for years had worked with and for the poor, watched with increasing surprise and anger at the course the war on poverty was taking. Civil rights leaders, almost without exception, noted the antipoverty community action programs were not "reaching the poor."

Republicans believe the community action program has failed to achieve noticeable reduction of the problems of the poor and that it has failed in the following areas:

Involvement of the poor

The language "maximum feasible participation" of the poor in the Economic Opportunity Act has resulted in mass confusion and a multitude of interpretations. Some communities interpreted this provision to mean the poor should be represented on policymaking boards at all levels, while other communities felt it meant the poor should be hired simply as agents for politices decreed by the existing political and economic power structures.

For months, funds were held up for community action programs in the following cities, notable among numerous examples, because the boards of directors did not include sufficient representation of the poor:

Los Angeles, Calif.
Cleveland, Ohio.
Memphis, Tenn.
San Antonio, Tex.
St. Louis, Mo.
Atlanta, Ga.
Albany, N.Y.
Mobile, Ala.

As programs approach the end of their second year, the political power structures in Chicago, Ill., and Oakland, Calif., continue to designate those to serve on policy boards and the community action agency heads persist in their view that the poor need not participate at the policy-making level. In Chicago, the director of the community action agency and the original Executive Committee were appointed by the mayor. The director, in turn, appointed the various neighborhood centers' directors and they chose their advisory councils and representatives to the executive committee.

As recently as March of this year, three-quarters of the community action agency's council in Oakland, Calif., elected from impoverished areas of the city, walked out on the council. They charged that the Oakland program neither represented nor served the poor in Oakland. They wired the Director of the Office of Economic Opportunity, calling for an investigation and threatened to set up a rival independent antipoverty program.

Why does OEO insist on formulas of representation for community action programs in some cities and let other cities like Oakland and Chicago blatantly dodge compliance?

For the past 2 years, Republicans on the ad hoc Subcommittee on the War on Poverty have offered amendments to the Economic Opportunity Act which would assure adequate representation of the poor on local community action boards. The vital element in converting the antipoverty program into something different than another tired, welfare-dole approach is genuine involvement of the poor. The poor in urban areas

are restless and angry. As the great expectations of the ballyhooed Economic Opportunity Act are increasingly frustrated, the poor are going to become more cynical and negative in their actions.

The Republicans feel that, without genuine representation of, and participation by, the poor, the antipoverty program will fail. We feel sincere involvement of the poor can accomplish the following:

1. It can help motivate the average poor person to help himself out of the rut of poverty.

2. It can teach people to be responsible by giving them responsibility.

3. It can help meet the desperate need for a two-way communication between the poor and the rest of society across the smug curtain of tradition and rigid welfarism. No one knows the problems of the poor better than the poor themselves.

4. Having their own people at the policy level, and an organization down through target area boards to neighborhood groups, will bring a glimmer of hope to the poor that they can escape the sea of cynicism and corruption that has surrounded them in the past.

5. New ideas and new approaches will come from the poor themselves. As one individual put it, "We've gone to seed behind the gimme-gimnee."

6. It can provide a self-help alternative to the welfare dole approach which is no more popular with the poor than it is with the average taxpayer. One woman with 9 children, who is served by 16 different welfare agencies, puts it this way: "My life consists of investigators constantly knocking on my door, filling out blanks and going around town from one agency to another for little or nothing."

7. It can reduce the diversion of funds, meant for poor people, into patronage and profit for political machines.

Community action agency staff salaries

The following are some examples of the extravagance and diversion of antipoverty funds involved in community action salaries:

According to the President's 1967 budget, 1,032 community action workers will be paid \$10,000 or more from Federal funds.

In New Haven, Conn., the executive director of the community action program (Community Progress, Inc.) receives an annual salary of \$25,000 a year. The mayor of New Haven's annual salary is \$18,000.

In Washington, D.C., the Executive Director of the United Planning Organization (UPO), receives \$25,000 a year. This exceeds the salary of many responsible Government agency heads. The Deputy Director of United Planning Organization in April 1965, resigned a \$12,400 a year District of Columbia post to accept \$23,000 a year with UPO. There are 97 persons on the UPO payroll earning \$10,000 a year or more.

In Newark, N.J., the executive director of the United Community Corp., although not a resident of New Jersey (resides in New York City), receives \$24,000 a year. This circumstance has been of much concern to the mayor of Newark whose annual salary is \$25,000, and members of the city council whose salaries are less than the executive director's.

The executive director, Action for Boston Community Development (ABCD), received \$27,500 a year while running a program which late in 1965 was the subject of nationwide publicity alleging political corruption, misuse of funds, fiscal irresponsibility and ineligible participation in the Neighborhood Youth Corps. The executive director of the Boston, Mass., program resigned under fire on December 29, 1965.

In the State of West Virginia, the heart of Appalachia where poverty abounds, taxpayers and poor alike complain antipoverty salaries are excessive. The West Virginia school system complains that many of their

teachers, of which there is a shortage, have been attracted to antipoverty program jobs because of higher salaries. The executive director of the Charleston, W. Va., community action program and the coordinator of the same program receive annual salaries of \$18,000. This figure exceeds the salaries of a majority of those elected to the State cabinet board of public works and department heads appointed by the Governor. Following are some examples:

State treasurer-----	\$517,500
Commissioner of agriculture-----	17,000
Secretary of State-----	17,000
Commissioner of Motor Vehicles-----	12,000
Commissioner of Natural Resources-----	15,000
State Mines Director-----	14,000
State Personnel Director-----	10,000
State Police Superintendent-----	13,000
Adjutant General-----	8,000

The director of Harlem's community action agency, Haryou-Act, Inc., received \$25,000 a year. Thirty-seven people on the Haryou payroll earned more than \$10,000 a year.

The May 21 edition of the New York Amsterdam News reported 81 percent of all money received by Haryou from the Federal Government is allocated to salaries.

In October 1965, an official in the Los Angeles city school system was paid \$75 a day for 28 days (a total of \$2,100) by the Los Angeles community action agency, during a period when this official was being paid full time and, in fact, claimed overtime from the Los Angeles city school funds.

Fiscal irregularities and scandals

Despite claims the war on poverty is free from fiscal dishonesty and "the overblown myths of so-called scandals saturating the program will be laid to rest once and for all," the following are some examples of scandals that have shocked the American taxpayers who rely on the fiscal integrity of Government agencies and have never been laid to rest by any public explanation of the full facts:

Boston, Mass.

Late in 1965, scandals developed in the Action for Boston Community Development, Inc. (ABCD) program in Boston, Mass.

The director of the program resigned under pressure in December 1965. The deputy director of ABCD was fired. Subsequently, he was hired as a consultant for the Office of Economic Opportunity in Washington, D.C.

Prosecutive action with regard to five ABCD employees is presently under consideration by the U.S. attorney, Boston, Mass.

Haryou-Act

In September 1965, irregularities in the fiscal management of the Haryou-Act program (Harlem's community action agency) were noted.

Investigators of the Ad Hoc Subcommittee on the War on Poverty noted there was more than \$600,000 of Haryou-Act's funds which could not be accounted for by supporting invoices.

The Haryou-Act situation has been under investigation since September 1965 by the district attorney's office, New York City.

The May 21, 1966, edition of the New York Amsterdam News reported the following regarding Haryou-Act:

During the months of June, July, and August, 1965, Haryou-Act paid \$300,000 to a detective agency for protection. This cost has been cut to \$25,000 per month since that time.

Haryou-Act leased a summer camp in Westchester County, N.Y., last year. The agency made a downpayment on the lease of \$15,000. But before anybody from Haryou-Act moved in and took charge, the camp caught fire and burned. Haryou-Act had not taken out any insurance on the place. Now, although it never used the camp for 1 day, the owner of the camp is suing Haryou-Act for \$24,000 in addition to the \$15,000 already paid him.

During the last year, Haryou-Act made a deal with the Urban League in which the Urban League would conduct a beautification program with Haryou-Act money. Part of this program involved the planting of trees. The Urban League issued a subcontract to a tree firm in which it agreed to pay the tree firm \$15,000 to plant the trees. No report has even been made as to how many trees were planted or where they were planted.

Car rentals

During July and August of last year, Haryou-Act leased six cars and two station wagons from a small travel agency at \$90 a week plus gas for each car. The travel agency, however, reportedly rented the cars from the Hertz-U-Drive-It firm for \$65 a week, something which Haryou-Act could have easily done and saved money.

But in addition to that a member of the travel agency, which leased the cars to Haryou, was reportedly placed on the Haryou payroll at \$175 a week as a "consultant."

Hana

The Harlem Neighborhood Association (Hana) was a prime contractor for the summer program of 1965 and was supposed to carry out the development of vest pocket parks for Harlem.

Hana's contract called for 15 vest pocket parks. Only three were completed and no one seems to know how much money was spent or why only three parks were completed.

Toys

Haryou bought \$40,000 worth of "creative" toys from a well-known toy manufacturer but these toys have never been used and have been stored in a warehouse for more than a year with Haryou paying high storage fees on them.

Newspaper

Haryou decided to have a newspaper. It published one edition of a small paper. It paid a printer \$10,000 for that one edition.

Cleaning service

At one time Haryou reportedly was paying \$350 per week for cleaning services—that is, for people to dust off the desks and tidy up the offices. It is reported that most of the people on the payroll for this operation were relatives of widely known Haryou official, no longer with the agency.

Black arts

It was originally expected that the cost of the black arts program would be \$40,000. The actual cost exceeded \$100,000.

A second black arts contract was with the Urban League of New York City. This contract reportedly made provisions to give black arts \$23,000 worth of building material which had been assigned to the league.

Suncoast Progress, Inc., Florida

In March 1966, the director of Suncoast Progress, Inc., a Community Action agency serving four Florida counties, was ousted because of complications resulting with a personal bankruptcy proceedings. Subsequently, allegations were received that Suncoast Progress, Inc., had experienced a shortage of approximately \$8,000. The Federal Bureau of Investigation is currently conducting investigations to resolve this matter.

Community Action capers

"[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 8, Mar. 24, 1966]

"I DON'T SEE ANYTHING WRONG WITH HATING

"Less than a week after Poverty Director Sargent Shriver told Representative ADAM C. POWELL'S Poverty Subcommittee that funding Harlem's Black Arts Theater was a mistake, Washington's antipoverty agency welcomed with open arms the theater's controversial leader, Playwright LeRoi Jones.

"Jones, whose federally sponsored work-

shop in Harlem produced dramas that Shriver called "vile racist plays in the language of the gutter unfit for youngsters in the audience," was brought to Washington by the United Planning Organization and a neighborhood arts committee to narrate a 3-day music festival for youngsters at Cardoza High School March 18-20.

"The festival, named the 'Three Days of Soul,' is the second in a planned series of cultural programs being offered by the Cardoza Area Arts Committee in cooperation with three centers of the United Planning Organization, Washington's antipoverty agency.

"Jones came under sharp criticism last summer for producing 'hate white' plays with the aid of Federal money. The Black Arts Theater received \$40,000 in funds from OEO. Jones, responding to criticism that the program preached racism, said 'I don't see anything wrong with hating white people.'

"Shriver admitted OEO goofed when it gave funds to the project without checking into its purposes. 'The facts are no Federal dollars should have gone to Black Arts in the first place,' Shriver testified last week. 'It was a mistake. I acknowledge it. And as a result, we tightened up on the review of subcontracts under Community Action grants.'

"We think the taxpayers would like to know why poverty money continues to be used to sponsor people like LeRoi Jones. Festivals of this type may serve a useful purpose but should we really cloak a 'vile racist' with the dignity of Federal sponsorship? Mr. Speaker, we strenuously object and wish to express my indignation that OEO has insisted on making the same mistake all over again on LeRoi Jones."

"[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 15, Apr. 6, 1966]

"ALICE IN BLUNDERLAND: BIRCHERS, FRATERNITY BROTHERS, AND LEFTWINGERS REPRESENTING THE POOR

"The doorbell rang on February 23 at the Sigma Pi House, in the "fraternity row" district east of San Jose State College, and was answered by one of the brothers, 19-year-old Garth Steen."

"So began another incredible episode in the war on poverty. The caller was a poverty canvasser assigned to get the poor out for a meeting that night. Although Steen's family income was in five figures, he had heard about the poverty war and attended the meeting. Lo and behold, Alice in Blunderland style, poverty officials had managed to interest three people to attend a meeting to select three representatives of the poor. Young Steen returned to Sigma Pi House that night a duly-elected representative of the poor for a 3-year term.

"Congressman CHARLES S. GUBSER has informed the Congress that the Santa Clara County Economic Opportunity Commission is suffering the torments of all others who have been forced to struggle in the torture machine of the poverty administration structure.

"Last December, a John Birch Society section leader, Ray Gurries, was elected a representative of the poor in Santa Clara County. According to a local investigator, the community action board 'is shot through with leftwingers—people who are not run-of-the-mill liberals but hard nosed activists of every leftist cause that has come along over the past half dozen years.'

"The local San Jose Mercury, one of the largest newspapers of southern California, describes the poverty board in these terms: 'It is a jerry-built structure, erected on shifting political sands, to house a program which has a worthy aim * * *. It is run like a football game with an unlimited substitution rule, and a change of rules at the end of every quarter.'

"The experience of Santa Clara County is far from an isolated one. Congress has failed the sincere and dedicated people who wish to fight poverty. We have written a law without meaningful and realistic standards that would avoid community action chaos. What has happened in Santa Clara County is a distortion and perversion of the existing concept of involving the poor in helping themselves. Many of us warned 2 years ago that this would happen if we didn't rewrite the President's poverty proposal.

"We owe our colleague, the distinguished and able Congressman GUBSER, a debt of gratitude for calling this matter to our attention. On March 9, Mr. GUBSER requested OEO to investigate the situation in Santa Clara County. On March 23 the Deputy Director testified to us in committee that OEO had been on the scene in Santa Clara checking for about 8 days. To date, our colleague has not even had the courtesy of an acknowledgement from OEO of his March 9 request. All of us in the Congress are getting mighty tired of the cavalier attitude of officials at OEO.

"The Quile-Goodell opportunity crusade, H.R. 13379, would avoid problems such as have occurred in Santa Clara County. OEO would be required to insist on balanced community action agencies, including true representatives of the poor as well as local officials and private social welfare agencies. The time is long overdue for Congress to launch a real opportunity crusade as a complete substitute for the confusing, controversial and faltering war on poverty."

INTO THE TROUGH

The one poverty program which has been hailed by all as the most successful program in the war on poverty has been sliding into the same trough of bureaucratic confusion as other poverty programs. Underfunded, the Headstart programs are supposed to be supplemented by funds from title I of the Elementary and Secondary Education Act.

The schools and other Headstart sponsoring agencies have no instructions as to the blend of funds they may request from the Office of Education and the Office of Economic Opportunity. According to Mr. Shriver, when he testified before the committee, the agencies do not exchange application information even though it is available:

"Mr. GOODELL. Do you see that package (elementary and secondary education applications for preschool programs)? This is what the education people file with the Office of Education. Does it come to the poverty offices here?

"Mr. SHRIVER. It doesn't come directly to us. It goes to the Office of Education, but we have access to all those reports, and we can extract from them the pertinent information. That is where we get such information as I was just presenting.

"Mr. GOODELL. When I was asking questions about this in the field, I found that in most instances there had been no coordination at the local level.

"Mr. SHRIVER. That is probably true, you see, because many of these developments, like this last one I mentioned, are something of very recent origin. I would have to say that it is not more than maybe 60 days.

"Mr. GOODELL. So prior to 60 days, there was no mechanism at all for coordinating?

"Mr. SHRIVER. No; that is not quite right."

Lack of coordination at the national level causes unspeakable confusion at the local level. The sad plight of community sponsors tearing their hair in an effort to provide educational opportunities for their underprivileged children has been documented in countless newspaper stories. Some of the incidents were the subject of a Republican poverty memo and a speech delivered to the House by Congressman QUIN:

"[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 10, Mar. 28, 1966]

"WE JUST DON'T KNOW IF IT'S WORTH IT

"Mr. Speaker, those are the words of an angry school superintendent who has been trying for 13 months to get a year-round Headstart program approved by poverty officials for Waterloo, Iowa. I place in the RECORD today the detailed account of similar frustrations in six other communities which have been baffled, besieged, and befuddled by poverty bureaucracy.

"Having sponsored Headstart 3 years before the poverty program, my colleagues, Mr. GOODELL, Mr. BELL, and I, are dismayed that this program, described by Mr. Shriver as his best, has been so crippled by fuddle-headed administration in Washington. Here are the highlights, or low lights if you will, of a typical case history, repeated with gory variations in other cited communities:

"1. Waterloo, Iowa.—Application for \$43,600 for a year-round preschool project was made by the Waterloo school system on February 24, 1965. This was 4 months after appropriations were made available for preschool programs by the Congress. Having heard nothing on their year-round application, Waterloo officials applied for, and successfully carried out, a \$15,000 summer Headstart project. On August 7, 1965, they resubmitted an application for their year-round project to the Office of Economic Opportunity. In September, they were asked by Michael C. Moore, OEO area coordinator, for additional information which was sent. In late September, they received a notice signed by Theodore Berry, OEO Community Action Director, dated August 23, telling them they should allow 60 days for approval of Headstart applications. In October, 8 months after their original application, they received a form notice from Dr. Julius Richmond, Director of Headstart, to submit their Headstart preplanning form, which had never been received or heard of prior to then. On November 23 they were told by C. Edwin Gilmour, Director of the Iowa OEO, to apply through the new Elementary and Secondary Education Act. One week later, they were notified by the OEO Regional Office that their application for poverty Headstart funds will be processed as 'rapidly as possible.' On December 22, they were asked by Gilmour to withdraw their Headstart application because it could be better taken care of under the Elementary and Secondary Education Act.

"On January 3 they were notified once again by the regional office that their application for poverty Headstart funds had been received and would be processed as 'rapidly as possible.' One week later they were notified that they had applied for Headstart on the wrong forms and would have to fill out new 32-page forms. On January 26 they received a memo from the Department of Health, Education, and Welfare admonishing them that the opportunity offered under Headstart 'is too precious to allow it to slip away.' Finally, on February 7, Waterloo officials were notified by Gilmour to come to a meeting to talk about a new summer Headstart program. When asked the status of their year-round Headstart application, Waterloo School Superintendent replied, 'Your guess is as good as mine * * *. We're getting to the point where we don't know if it is worth it.'

"If this sounds like something out of George Orwell's '1984,' I suppose someone might sardonically comment that at the present pace it looks like it might be 1984 before Waterloo gets Headstart funds out of poverty officials.

"2. Laramie County, Wyo.—Immediately after successful completion of a summer Headstart program, Laramie officials began preparations for a year-round program. They plunged into what they termed a 'maze of bureaucratic involvement,' includ-

ing telephone commitments subsequently reversed, attempts to dictate local salaries, and filing and refiling of forms. By February 1966, the local school had spent \$1,500 in staff time, phone calls, and other expenses. School Superintendent Chester R. Ingils bitterly assailed the redtape, autocratic attitude of OEO officials, and announced abandonment of any plans for a year-round Headstart for this year.

"3. Port Huron, Mich.—Having meticulously completed a mountain of reports on their summer Headstart program, Port Huron officials were notified that their forms were literally filled with fatal errors. School Superintendent Gerald S. DeGrow called OEO in Washington and was told that reports from all over the country had been misinterpreted because of inexperience in the report-receiving staff at OEO and the whole thing was a 'hopeless mess.' The superintendent was informed that OEO had notified all school districts in the country that they had goofed in their reports in order to get the schools to file new reports, giving Uncle Sam's hired nephews another chance at them.

"Tearing his hair, Dr. DeGrow asked the man in Washington, 'Who shall I have to call to get this straightened out, LBJ?' Whereupon he was told, 'That wouldn't do much good because he probably got one of the letters too.'

"I am placing in the RECORD today similar incredible accounts of life in the bureaucratic poverty jungle as experienced by officials from: Salina, Kans.; Minnesota; Denver, Colo.; and North Tonawanda, N.Y.

"Mr. Speaker, Sargent Shriver has described Headstart as his most successful program. We agree, but it appears the success was in spite of, not because of, OEO officials. Our opportunity crusade would transfer Headstart into the Office of Education to be administered through State and local school systems in conjunction with local community action boards. This action should be taken immediately to insure that Headstart gets the management and administration it deserves in the year ahead.

"It is any wonder that with examples such as these at OEO, multiplied hundreds and hundreds of times, we describe OEO as a 'fuddle factory.' Mr. Speaker, it is time for a change."

Another example of the harassment to which local school people are subjected is documented in the following Republican poverty memo:

"[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 12, Mar. 30, 1966]

"HEADSTART APPLICANTS AND SELECTIVE SERVICE

"School Superintendent Maurice Friot of North Tonawanda, N.Y., after 5 months of being force-fed on the bitter gall of Washington bureaucracy, commented on the administration of the Headstart program:

"* * * the harassing and foot dragging to which we were subjected was in part a delaying action in order to get the finances straightened out.

"If we had been told in the beginning how much money was going to be made available to us, we could have submitted a proposal which would require that amount of money and saved both ourselves and the Office of Economic Opportunity a lot of trouble.

"It appears to me that people who must make decisions with respect to these programs are very inexperienced.

"Some of the questions we were asked by persons in the New York City Office of Economic Opportunity were ludicrous.

"After we had been put through a long struggle and been subjected to a minute examination with respect to our proposal, it was maddening, and I can use no other word, to have our people attend the training ses-

sion and find there were people there who had been funded who had not made arrangements for transportation * * * teachers * * * teachers' aids * * * [and] who did not know where they were going to house their programs and so on."

"North Tonawanda told poverty officials in August 1965, they wanted to begin a year-round Headstart program in October 1965. At their own expense they hired a director, selected children, teachers, and arranged for facilities. They never even received application forms until late November. They were then told there was no prospect of getting funds until March 15. As the school superintendent put it, 'March 15 is a little late to start a full-year program.'"

"Selective service rejection of Headstart applicants"

"After North Tonawanda officials submitted 31-page application forms, Poverty bureaucrats got on the phone. As the school superintendent described it, 'We were asked to indicate the number of men who had been rejected for selective service from which we were drawing Headstart candidates. I can theorize as to what the relationship between this inquiry and Headstart might be but it did seem a little unnecessary.'"

"Having stirred things up in Washington, North Tonawanda officials were asked by the regional poverty officials to expedite submission of the additional information requested. When told that it was a little difficult to expedite selective service information about rejected applicants, the person from the New York poverty office said, 'Oh, we didn't mean for you to go all that trouble.' Other non-essential requested information was then waived."

"As advocates of preschool programs 3 years before the poverty war, we are disgusted at the senseless harassment that seems to have become an inseparable part of Headstart administration. On Monday, March 28, Mr. QUIE, on page 6523 of the CONGRESSIONAL RECORD, recounted six case histories of Headstart administration that would qualify for lead billing in a bureaucratic sideshow. Countless other examples are available. It is a tribute to the basic merit of preschool training that its glories still shine through the bureaucratic fog."

"The Quie-Goodell opportunity crusade would put Headstart under the Office of Education to be coordinated with other education programs without OEO meddling. It would unclog the channels of communication to allow for the effective implementation of worthy programs."

Another program for the "not so poor"

Headstart, like Neighborhood Youth Corps, has suffered from shifting eligibility criteria. Local confusion about standards and delayed funding have resulted in several notable instances where a high percentage of advantaged children, far over the 15 percent proposed quota, were included in the program. The Chicago program is the most notable instance and was the subject of a poverty memo:

"[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 6, Mar. 22, 1966]

"CHICAGO HEADSTART FOR THE NOT SO POOR"

"Operation Headstart, fashioned along the lines of a proposal offered by Representatives ALBERT H. QUIE, Republican, of Minnesota, and CHARLES E. GOODELL, Republican, of New York, back in 1961, is supposed to help preschoolers from poor families."

"Out in Chicago, however, our investigation shows that the poverty program is doing a little bit more by giving a 'headstart' to the not so poor, Republican Representative GOODELL lamented."

"Officials there admit that 27½ percent of the 23,804 children in the program are from

families whose standards exceed the 'poverty' level. Our investigation also shows they don't even know the family incomes for another 20 percent of the children."

"This means another 5,000 children from truly disadvantaged homes could have been helped if the poverty warriors had stuck to their own guidelines. The Quie-Goodell proposal for an 'Opportunity Crusade' would require adherence to strict poverty standards, meanwhile tripling the funds available."

"How can Chicago justify the fact that more than one-fourth of their children in Headstart were above poverty standards? How can the Office of Economic Opportunity in Washington justify the clear violation of their guidelines? When I visited Chicago recently, I was told that Washington ordered Chicago poverty officials to expand in 10 days Headstart from 4,000 to 24,000. I was also informed that very little solicitation was done in several hard-core poverty areas because teachers were afraid to enter those sections of the city."

"Seven urban progress centers are in operation by the Chicago Committee on Urban Opportunity. One center showed 41.1 percent of enrollees over the income requirement, one showed 31.8 percent in excess, one 28.3 in excess; and outside of the urban centers, 36.8 percent reported income over requirements."

"Thousands of impoverished youngsters were overlooked by Headstart recruiters in their frantic efforts to build impressive statistics. And these youngsters, children of hardcore poverty victims, are precisely the ones for whom this program was developed."

"We cannot continue careless neglect of such a good concept as Headstart. We certainly cannot justify to the thousands of children unable to participate in Chicago's Headstart program the spending of Federal poverty money for those who are not poor."

"The Quie-Goodell 'Opportunity Crusade' offers a way out of the wasteland of bureaucratic confusion and callousness that has marked OEO's administration of the Headstart program."

"What is more disturbing to us is that the former Assistant Director of OEO, Mr. Boutin, denied before the Education and Labor Committee that the situation existed even though it later developed that he had the report of the Chicago program in his file:

"Mr. BOUTIN. I can only say of your figures as to lack of eligibility of some of the Headstart enrollees that the first time I had ever heard or seen any figures that looked anything like that was your statement appearing in the CONGRESSIONAL RECORD."

"Mr. GOODELL. That is a shocking statement. I will give you the official report of the Chicago Poverty Board in which they cite these figures."

"'Certainly you have seen these figures, probably buried in some file somewhere, but this is their official report. They openly admit that 27.5 percent of the youngsters participating in Headstart last summer were not within the poverty standards. They openly admit that for 20 percent of those participating they have no income figures. I would be glad to show you their mimeographed report and make it available to you so you can have some knowledge about what is going on in these programs.'"

"'You shock me when you say it is the first time you ever heard of it.'"

"Mr. BOUTIN. It is the first time. I had not heard those figures before. I would like to ask the chairman if I may call on Jule Sugarman, who with Dr. Richmond, runs the Headstart program and knows perhaps as much about it as anyone in the Nation."

"Mr. SUGARMAN. Mr. Chairman, I have not seen the specific report to which you refer but we do have information which was

gathered from our own reports on the situation in Chicago."

"Essentially the figure of 27 percent which you are citing refers to families who have an income of over \$5,000 per year. It is not, however, correlated with the size of the family so it is impossible to determine on the surface whether in fact these families would—

"Mr. GOODELL. Last summer did you have a poverty standard for the Headstart program?"

"Mr. SUGARMAN. Yes; we did."

"Mr. GOODELL. What was that standard?"

"Mr. SUGARMAN. Originally it was \$3,000."

"Mr. GOODELL. That is what they were supposed to apply last summer?"

"Mr. SUGARMAN. That is correct."

"Mr. GOODELL. And they violated that requirement. Their official report shows 27.5 percent were above that standard which supposedly OEO was enforcing. Is that not correct?"

"Mr. SUGARMAN. I believe their official report shows 27.5 percent over \$5,000."

"Mr. GOODELL. That is worse. If you want to argue with me, I will accept your figure. If you want to argue it was 27.5 percent over \$5,000 instead of \$3,000. I think it was the poverty standard that you set that they were referring to."

"Follow the leader"

"The report that we have presented on the operation of the Economic Opportunity administration. Evidence cited to this point alone would be enough to convict Mr. Shriver's bureaucracy of slipshod practices. Chaos and confusion at the national level is reflected at the community level. Direction for the conduct of the war on poverty is supposed to be given in Washington. And, so it is, with too many disappointing results."

"Program directors and workers in the field who draw high salaries are merely following the example set for them by palace guards at the Office of Economic Opportunity who long ago discovered that 'the big money is in poverty.' In a speech before the House, Congressman WILLIAM H. AYRES revealed why so little of the 'poverty money' is actually reaching the poor:

"THE BIG MONEY IS IN POVERTY"

"(March 30, 1966)"

"Mr. Speaker, 2 years ago, in March of 1964, Mr. Sargent Shriver appeared before our Committee on Education and Labor to argue for approval of President Johnson's 'war on poverty.' He told us:

"'It is also a prudent program. It is financially prudent * * *. It is prudently planned in that every dollar allocated will be spent to help the poor. There will be no leakage. There is no contemplated huge new bureaucracy * * *. I think that most people in the executive branch would state that I am not one who likes a lot of bureaucracy.'"

"Mr. Speaker, I wish to report a fantastic leakage in funds intended to help the poor—a leakage of funds to a huge new bureaucracy. According to President Johnson's 1967 budget, it will take 6,484 permanent Federal employees to run Mr. Shriver's burgeoning bureaucracy—a poverty empire costing \$53,-489,000 in salaries alone."

"The word has gotten around among civil servants in Washington that 'the big money is in poverty.' Few know how big it is."

"1,557 permanent Federal poverty employees will make \$10,619 or more; another 1,032 Community Action workers will be paid \$10,000 or more from Federal funds; an undetermined number of contract employees in 15 privately run Job Corps establishments will be paid over \$10,000."

"We have over 200,000 gallant men in South Vietnam, but we can be sure that there aren't as many as 2,500 drawing \$10,000 a year—the basic pay of an Army colonel with

over 14 years' service. The poverty warrior-bureaucrats include at least 25 individuals who will be paid more than the base pay of General Westmoreland himself.

"Astronaut Neil A. Armstrong, who with Lt. Col. David R. Scott heroically flew our most recent and most dangerous space mission, is a Federal civil servant grade GS-16. His job is one of incredible difficulty and danger, for which only a handful of men in the whole world are qualified. Yet 25 of Mr. Shriver's high-flying bureaucrats are budgeted for GS-16 positions; and 36 others are budgeted for even higher pay grades. Mr. Speaker, who would think that OEO had any jobs more demanding and difficult than that of Astronaut Armstrong?

"Mr. Speaker, there are 2,350 permanent Federal employees budgeted for the Washington and regional offices of the Office of Economic Opportunity. This is the high-salaried palace guard of the poverty czar. Nearly half—1,006—of this elite force will get \$10,619 or more; at least 521 will be paid over \$14,600; at least 54 will get over \$10,600; 24 get over \$25,000; and 6 will get between \$26,000 (the pay of the U.S. Commissioner of Education) and \$30,000.

"Mr. Speaker, is it any wonder so little gets done at the Office of Economic Opportunity? They have so many chiefs and so few Indians. They have more GS-15's than they have GS-9's; more GS-14's than GS-4's; more GS-13's than GS-7's, and exactly as many GS-16's at a base pay of \$19,619 as they have GS-2's at a base pay of \$3,814. The total salary bill for this palace guard next year will be \$21,739,000.

"Outside this inner circle at poverty headquarters there are 4,134 other permanent Federal employees budgeted at \$31,750,000. They are to do the hard work farmed out to other Federal agencies, such as running the Job Corps camps, the Neighborhood Youth Corps, the adult education program, agricultural loans, and so forth. Only 551 of these unfortunates will be paid over \$10,600 a year, of which at least 112 will get over \$14,600. However, these 4,134 positions, listed in the budget under "Allocation accounts" do not include those who are paid by private contractors to run 15 of the 97 Job Corps establishments.

"Incidentally, administration costs in the Job Corps are so high that the annual cost per enrollee now runs above \$9,000, enough to send two boys to Harvard. Even the budgeted cost next year is \$7,880 per enrollee.

"But, Mr. Speaker, not all the high salaries in poverty are accounted for by permanent Federal employees or employees of private contractors working on a cost-plus-fixed-fee basis. Federal funds also pay for the salaries of employees of local antipoverty agencies, and 1,032 of these employees now make \$10,000 or more a year, of which 200 make \$15,000 or more per year.

"On the basis of the exact information available, I estimate—and this can only be an educated guess—that nearly 3,000 individuals are paid \$10,000 a year or more from Federal antipoverty funds.

"We don't know how many, if any, poor people have been helped to get out of poverty by Mr. Shriver's high-priced agents, but it is pretty obvious that thousands of employees have been kept out of poverty. Among these undoubtedly are many dedicated and able people, but we know all too well that the ranks also include a plentitude of political hacks.

"Mr. Speaker, this is a scandal. It is nothing less than a scandal. And it is a scandal that Mr. Sargent Shriver defended before the Education and Labor Committee with the bland boast that his organization was only one-fiftieth the size of the Department of Health, Education, and Welfare.

"So I compared one part of HEW—the U.S. Office of Education—with the Office of Economic Opportunity. Here is the record on that.

"The Office of Education is budgeted for \$3.478 billion in fiscal 1967, compared to \$1.724 billion for the Office of Economic Opportunity, yet OEO will need only 2,861 permanent employees (hardly more than Shriver's "palace guard") compared with OEO's 6,484 permanent employees.

"If the U.S. Office of Education were administered like the Office of Economic Opportunity, it would require 12,968 employees to spend its \$3.478 billion, or 4½ times the number it has budgeted.

"The comparison in high-paying jobs in these two agencies is also interesting. Five individuals in OEO are paid more than the U.S. Commissioner of Education, who gets \$26,000. In the grades GS-15 through GS-18, where the pay ranges from \$17,055 to \$25,382, the comparison looks like this:

"GS grade	Salaries	OEO	OE
15-----	\$17,055 to \$22,365..	249	125
16-----	\$19,619 to \$25,043..	25	33
17-----	\$22,217 to \$25,325..	17	10
18-----	\$25,382.....	13	3
	Above \$25,382.....	6	1
Total-----		310	172

"All but 37 of OEO's highest paid jobs are in Mr. Shriver's own "Palace Guard" headquarters staff of 2,350 permanent employees. These other 37 jobs with starting pay of \$17,055 or more are scattered among the 4,134 permanent employees in other Federal agencies which are running such programs as the Job Corps, Neighborhood Youth Corps, adult basic education, agricultural loans, etc.

"I have made a chart showing the number of highest paid officials among the permanent Federal employees budgeted in fiscal 1967 for the Office of Economic Opportunity programs. It is broken down to show positions in the 2,350-strong "Palace Guard" which makes up Mr. Shriver's own administrative staff, and positions in the force of 4,134 assigned to handle major segments of the \$1.7 billion program in other Federal agencies.

"Positions budgeted for OEO in fiscal 1967

"GS grade	Salaries	OEO 'Palace Guard'	OEO programs run by other Federal agencies
	Above \$25,382.....	6	0
18-----	\$25,382.....	12	1
17-----	\$22,217 to \$25,325..	16	1
16-----	\$19,619 to \$25,043..	20	5
15-----	\$17,055 to \$22,365..	219	30
14-----	\$14,680 to \$19,252..	248	75
13-----	\$12,510 to \$16,245..	230	173
12-----	\$10,619 to \$13,931..	255	266
	Total-----	1,006	551
	Grand total for OEO programs-----	1,557	

"In conclusion, Mr. Speaker, I am reminded of some cogent remarks of my own chairman of the Education and Labor Committee, our colleague, ADAM C. POWELL. He understands the true needs of impoverished citizens better than most. On January 21 of this year in a speech in Harlem he said:

"We do not need any more experimental or demonstration projects in Harlem. All we need are jobs. That's all. Jobs."

"Chairman POWELL did not mean jobs for bureaucrats or jobs for politicians, but jobs for poor people. On March 8, in open-

ing the hearings on the Economic Opportunity Act, Chairman POWELL pointed out that there are 97 people in the local Washington, D.C., poverty agency (UPO) paid over \$10,000 a year with Federal funds, and observed:

"Congress appropriated this money to help the poor, not create a monolith of extravagantly paid functionaries."

"Mr. Speaker, I concur with these remarks of Chairman POWELL. But despite the attempt by our committee to investigate the Office of Economic Opportunity, this administrative monstrosity goes its merry way. How far it goes and how wild it plans to become in hiring "extravagantly paid functionaries" is laid out in black and white—or in red ink—in the President's budget for fiscal year 1967.

"In view of the facts I have presented here today, I renew my plea to the House to take action on my resolution, House Resolution 670, for a bipartisan select committee, appointed by yourself, to investigate the conduct of the war on poverty.

"As I have pointed out before, if we do not take remedial action the entire antipoverty program is going to become so discredited, and be so ineffective, as to create massive disillusionment among citizens trapped in poverty. There is still time to avoid this tragedy."

A lack of communication between the Federal departments and agencies results in sputtering communications between Federal and local agencies. The situation is made more acute by the personnel merry-go-round at OEO. With the recent resignation of Mr. Christopher Weeks, only one of the original palace guard is still standing by Mr. Shriver.

There is a high turnover rate from top to bottom. The most notable examples are Mr. Bernard Boutin, who held the high post of Deputy Director for only 7 months and Mr. Hal Marlowe, Director of Congressional Relations, who was with the agency for only 3 months. Is it any wonder that OEO can't keep track of its programs or that local community action people cry in frustration, "Every time we call OEO we talk to someone new and have to explain our program all over again."

"Truth is funnier than fiction"

We have referred to the Office of Economic Opportunity as a "fuddle factory" and a "Disneyland of bureaucratic confusion." Our descriptions have been borne out by the following incidents documented in Republican poverty memos:

"[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 18, Apr. 22, 1966.]

"LI'L ABNER COMES TO WASHINGTON—AND STAYS—OR WHAT'S NEW IN DOGPATCH?"

"OEO has gone from the sublime to the ridiculous. The war on poverty now has a comic book stockpile.

"In 1965, OEO officials were scratching their heads over how to mass produce Job Corps recruits. Like a Mammy Yokum vision, inspiration struck—have one of America's most popular and creative comic strip artists, Al Capp, produce a comic book to promote the Job Corps. By June 1965, 501,000 copies of 'Li'l Abner and the Creatures from Drop-Outer Space' were ready. With typical fuddle factory fanfare, OEO Information Chief Holmes Brown announced the book donated by Al Capp was valued by OEO at between \$150,000 and \$200,000. OEO personnel were thrilled and excited over Capp's creative contribution. Printing costs were \$25,000. Cards were included in the books to be mailed by applicants to the Job Corps.

"Then the winds began to change at OEO. Rumor has it that a highly placed psychologist at OEO felt that distribution of books with cards enclosed amounted to pressuring youths into Job Corps enrollment. Some sages at OEO felt the story portrayed in the comic book was controversial and characters did not fit OEO's image. Besides, how were they going to code, screen and mail to employment offices all the card applications? Nobody in the 'Great Dogpatch on the Potomac,' OEO, had thought of that before they printed half a million books.

"Since July 1965, 435,000 Li'l Abner comic books have been gathering dust in Washington warehouses at a cost of \$125 a month. We are long-time admirers of Li'l Abner and the genius of his creator, but we think even Dogpatch's Senator Phoghorn would demand some answers. Why does OEO continue to stockpile laughs while the taxpayer and the poor cry?

"Some years ago the beloved Will Rogers remarked that every time Congress made a joke it was a law, and every time it made a law it was a joke. 'It ain't amoozin', it's confoozin'."

"[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 17, Apr. 21, 1966]

"ISN'T THERE A DANVILLE SOMEWHERE THAT WANTS POVERTY MONEY?—TWO DOWN—FOUR TO GO

"Overzealous Federal poverty officials at OEO apparently crave a community called Danville in the United States that needs poverty money. A month ago, OEO pressed Danville, Ind., a community of 3,287, to set up a community action board to receive and administer poverty funds. Local citizens resisted, causing Senator BIRCH BAYH to inquire of OEO, 'Why Danville?'

"The reply came back to Senator BAYH that Danville, Ind., needed a community action program because they had 1,339 families with annual incomes under \$1,000 and 1,979 families receiving aid to dependent children (ADC). On this basis, continued OEO officials, who could deny Danville help? Pressing the matter further, an OEO official visited Danville and to his consternation discovered that their poverty statistics didn't match Danville, Ind. Quickly recovering, regional poverty officials answered, 'Those figures are for Danville, Ill.—an understandable mistake.'

"The only difficulty came when it developed that the poverty figures were not for Danville, Ill., either. At this point, I suppose OEO officials said: 'There must be a Danville that fits our pattern of poverty.' Sadly, however, a check of the population division of the Census Bureau indicated there were only six Danvilles in the country and none of them fitted the poverty profile prepared by OEO.

"Perhaps the news media could now, as a public service, assist Federal poverty officials, who dearly wish to help a Danville, by running (apropos of Peter Pan) the following nationwide ad: 'Isn't there someone out there, from a Danville somewhere, who believes?'

"[From Republican Members Poverty Subcommittee, Republican Poverty Memo No. 2, Mar. 16, 1966]

"CIRCUITOUS ROUTE

"We who believe in the concept of helping the poor find their way out of the debris of

despair are dismayed by the lavish spending and waste that have blocked the effectiveness of the present war on poverty. It is especially disheartening to see the great potential that lies within the antipoverty concept spend itself in needless bureaucratic confusion.

"The time for this senseless spending to cease is long past. The administration's war on poverty is no longer in its infancy and the time for target practice is over. The program should be zeroed in and hitting its mark. But, unfortunately this does not appear to be the case.

"Proponents of the administration's war on poverty would have us believe that the waste and abuses have stopped. They have not stopped, and they should not have occurred in the first place. But we must be realistic. We must face facts. And the facts are that these incidents did occur—and at great expense to the weary taxpayer—and we must now do something to correct these wrongs before a great idea dies for want of proper guidance and implementation.

"I respectfully relate the case of the Job Corps enrollee who was enlisted at his home in Wisconsin and assigned to a Job Corps center only 90 miles away from his hometown.

"Under these circumstances there appeared to be no problem, save the minor one of transporting the enrollee the 90 miles to his assigned Job Corps center. But not so. The wheels of bureaucracy began to grind and here is what came out at the end:

"Before reaching his destination, the enrollee's travels spanned 2 days and more than 400 miles. He had to be put up for the night and fed two meals, changed planes three times, took a bus ride and ultimately a car ride; all paid for with Federal funds.

"The trip from Rhinelander, Wis., to Clam Lake Job Corps Center could have been much quicker and cheaper (\$35) by taxicab, as the Job Corps was advised by its recruiting agency, the Wisconsin State Employment Service. The final touch of irony was that a free ride could have been secured for the enrollee with a Forest Service radio operator who travels daily from Rhinelander to Park Falls, Wis., which is very near Clam Lake.

"The director of the Clam Lake Job Corps Center admitted that the route was a bit 'circuitous.' Here's the 'circuitous' 2-day itinerary of the enrollee for February 4-5, 1966:

"February 4: 11:20 a.m., departed Rhinelander, Wis. via North Central Airlines; 12:53 p.m., arrived Duluth, Minn.; 1:10 p.m., departed Duluth, Minn.; 1:55 p.m., arrived Minneapolis, Minn.

"The enrollee spent the night in Minneapolis, where housed at a YMCA and given meal tickets by the Job Corps.

"February 5: 1:00 p.m., departed Minneapolis, Minn., via Zephyr Bus Lines; 5:25 p.m., arrived in Cable, Wis., where he was met by a car from Clam Lake Job Corps Center.

"The young Job Corps enrollee traveled a total distance of 245 miles by air; 160 miles by bus; and a short distance by car to reach his final destination, which, before he got caught up in the Job Corps planned travel program, was only 90 miles away from his home. We feel that examples such as this case cannot help but raise serious fears that the Job Corps is long on planning and short on action and results.

"We are not critics of this administra-

tion's war on poverty by choice but rather by conscience. Republicans have long supported the concept of training young men in an environment away from home if such is needed. As far back as 1961, we offered legislation built on this concept of the Job Corps.

"Let us call to the attention of our colleagues on both sides of the aisle that the Quile-Goode opportunity crusade is structured solely for the purpose of offering more effective implementation of sound antipoverty ideas. I strongly feel that this bill would correct the bureaucratic confusion and poor planning that is presently clogging the machinery of the war on poverty.

"These stories, which read like the 'Perils of Pauline' would be funny if they weren't so tragically true.

"It is apparent that the war on poverty will never succeed if directed by such a slipshod agency."

THE EASY ANSWER

Confronted by an ever-increasing mountain of evidence of their blunders, Office of Economic Opportunity officials, and their apologists, continue to "Polly Parrot" their familiar chant: "You've got to expect to make mistakes with a new program."

We contend that the crippling mistakes which OEO has been making will continue. They will continue, and increase, unless major revisions are made in the Economic Opportunity Act. For the past 2 years, we have seen the predictions of our 1964 "minority views" unhappily borne out.

In 1964, we stated that an administrative philosophy which does not define any meaningful role for State or local governments will cause dissension at the community level. We warned that absolute absence of sensible recruitment and disciplinary procedures would lead to racial imbalance and the types of Job Corps terror that we have observed.

These, and other problems which we foresaw, could have been avoided by writing guidelines and directives into the Economic Opportunity Act. Yet, the Democrats are content to let the Office of Economic Opportunity stumble into another year of operations without the restraint of congressional directives. We cannot endorse such irresponsibility.

Patchwork, piecemeal amendments to the Economic Opportunity Act will not be able to correct the legislative inadequacies which trigger the continuous scandals. In order to launch an honest, effective attack on poverty, an entirely new law should be enacted to provide careful guidelines and priorities for the operation of a program to develop human resources. For this reason Republicans have introduced the opportunity crusade.

OPPORTUNITY CRUSADE

This bill proposes to unite local, State, and Federal governments with private industry to launch a comprehensive program of training, education, and motivation for the impoverished. An effective attack on poverty will not be possible as the exclusive function of the Federal Government. All resources must be dedicated to the cause.

By involving all segments of our economy in an opportunity crusade, \$1.98 billion will be committed to the program, of which only \$1.4 billion will be Federal funds. This is contrasted to the \$1.75 billion program, all Federal funds, that will be operated by the 100 percent Federal war on poverty.

Comparative proposed expenditures of opportunity crusade and the war on poverty

[In millions of dollars]

Program	Opportunity crusade commitment ¹	Opportunity crusade authorization	Committee proposal	Admin- istration proposal
Total.....	2,434	1,462	\$1,754.5	\$1,745
Job Corps.....	170	170	200	228
(Skill).....		(80)		
(Conservation).....		(40)		
(Military career).....		(50)		
Neighborhood Youth Corps.....	382	225	496	300
(Industry Youth Corps).....	(150)	(50)		
(Summer Youth Corps).....	(106)	(80)		
(In-school).....	(80)	(60)		
(Out-of-school).....	(46)	(35)		
Community Action.....	867	700	323	466
(Urban CAP).....	(360)	(324)		
(Bonus).....	(108)	(54)		
(Rural CAP).....	(307)	(276)		
(Bonus).....	(92)	(46)		
Earmarked community action programs.....			130.5	121
Employment service.....	25	25		
(Skill surveys).....	(5)	(5)		
(Automation).....	(20)	(20)		
VISTA.....	25	25	31	26
Headstart.....	644		352	327
(Regular).....	(444)			
(Bonus).....	(200)			
Adult basic education.....	44	40	26.5	30
Rural loans and migrants.....	55	55	57	65
Small business incentive.....	12	12	4.5	5
Work experience.....	200	200	119	160
Administration.....	10	10	15	17

¹ Federal, State, local, and private funds.

It is not enough to simply commit money and talent to a program and then abandon it to operate on a hit-or-miss basis. Freedom to operate imaginative, locally initiated programs should be provided within a framework of administrative guidelines. Standards must be established to prevent the bungling, wrangling, and constant intrusion of Federal bureaucrats in local programs.

The following are the main features of the opportunity crusade:

1. *Job Corps*.—A revised and redirected type of Job Corps program is established in the Department of Labor to be administered under with the Manpower Development and Training Act. The new Job Corps would select those qualified youths who require a change of family or community environment to respond to training and for whom no other feasible and more economical program is available.

Three distinct types of training centers would be established to meet the needs of enrollees:

A. *Skill centers* operating in cooperation with industry to provide vocational training for more advanced enrollees.

B. *Conservation centers* providing training in basic education and "conservation" vocations.

C. *Military career centers* giving those enrollees who volunteer the kind of training that will equip them for a career in military service for which they would not otherwise be qualified.

Intelligent evaluation of applicants would include the determination of parole and probationary obligations. Standards of conduct would be established, including the granting to the Job Corps Director the power to dismiss and discipline enrollees who breach standards of conduct.

Counseling services are planned that would provide the service of developing job oppor-

tunities and effective transition of Job Corps enrollees to further training programs or employment.

2. *Neighborhood Youth Corps*.—A Neighborhood Youth Corps program will be established in the Department of Labor to be administered once again under the manpower, development, and training programs.

Enrollees in the program may only be those youths whose family incomes meet a standard of poverty established by the Secretary or whose families are on welfare.

Two types of programs would be established to meet the special needs of enrollees.

A. An *in-school* program is designed to provide employment for those youths who are in the need of remunerative employment to resume or continue their education. This program would be run by a public or a private, nonprofit agency.

B. An *Industry Youth Corps* is established for those youths who, it has been determined, cannot profit from further regular academic training. Enrollees in this program would be employed by private, profitmaking enterprises while receiving personally oriented vocational training. Two-thirds of the wages of the enrollee would be paid by the employer and one-third paid by the Labor Department, thus enabling many more youths to participate at less public expense.

3. *Community Action program*.—The Community Action program has the most exciting potential as a total commitment to combat poverty. To allow the potential to be fulfilled, the bill sets out basic criteria for the selection and qualification of community action boards. The criteria would prevent the divisive conflict that has marked Community Action in the past by allowing total involvement of all individuals and groups in meaningful communication to plan and implement programs.

The unique and distinctive needs of rural

areas would be met by special provisions for the establishment of Community Action programs in those areas. Recognizing the present inequity in the distribution of Community Action funds, which has resulted in the rural areas being terribly underfunded, criteria would be established reserving separate funds that may only be used for rural areas.

Fiscal controls would be established by the requirement for preaudits, audit controls, and salary limitations.

4. *State bonus plan*.—Present poverty programs have almost completely ignored the important contribution that can be made by States in combating poverty. For this purpose, we have established provisions to have the States join as partners with the Federal Government in Community Action programs under the Opportunity Crusade.

5. *Headstart*.—As the original sponsors of a preschool program, Republicans are incensed to see this program, the most successful of all the poverty programs, become entangled in bureaucratic confusion and deprived of necessary funds. To put Headstart on the proper track, we advocate that the program be transferred to the Office of Education to be run under the Elementary and Secondary Education Act. Thus, Headstart applications would be given preference for full funding. It is estimated that this would double the amount of money for Headstart available under the Democratic amendment.

6. *Adult basic education*.—This program would be transferred, by the Opportunity Crusade, to the Office of Education. The emphasis would be directed to programs of functional education in the basic subjects of the English language and mathematics. Neighborhood programs specifically adapted to the customs and practices of the residents would be encouraged.

7. *Rural loans and migrant programs*.—Authority for the loan and migrant programs would be granted to the Secretary of Agriculture to be administered by the Farmers Home Administration. Loan provisions for low-income rural families would be liberalized.

Special programs would be operated for migrant laborers to develop their skills for permanent employment, and to provide minimum standards of housing, transportation and other conditions.

8. *Small business loans and incentives*.—This program would be under the authority of, and operated by, the Small Business Administration. Funds are provided specifically for this title to prevent a repetition of the starvation of small business as in the past year when the program was brought to a disappointing halt by a lack of funds.

9. *Work experience*.—The Department of Health, Education, and Welfare will have sole authority and responsibility for the work experience program. HEW is particularly equipped to administer this program which is designed to train adults inured to the perpetual cycle of public assistance and welfare to become self-supporting and capable of sustaining themselves and/or their families.

10. *Employment service automation*.—The employment service would be automated to provide high-speed, reliable joining of individuals with jobs.

11. *Job survey*.—The Labor Department would institute a long-overdue national skill survey to pinpoint the thousands of skilled job categories for which qualified applicants cannot be found.

MORE IS NEEDED

There are two other provisions which Republicans urge be adopted for a true opportunity crusade. First, we urge the adoption of the Republican Human Investment Act under which employers will receive up to a 7-percent tax credit for money spent to train and employ people with low skills. It is

time that tax incentives be given to help people, not just build machines.

The original opportunity crusade bill that was introduced contained a provision that would remove all income restrictions on eligibility criteria for social security benefits. The elderly and retired, who can be accurately characterized as the "forgotten poor," would then be permitted and encouraged to work and obtain a livable income without loss of social security benefits.

In accordance with House rules, we were obligated to remove the social security provision from our bill as it does not fall under our committee's jurisdiction. However, we strongly urge that the Ways and Means Committee, promptly consider these vital measures.

CONSENSUS CAMOUFLAGED DISAGREEMENTS

The frantic rush of the Democrats to produce amendments that reflect a consensus, camouflaging their serious disagreements, has resulted in a bill that has left the poverty program more vulnerable to chaos, abuse, and abysmal failure than ever before. In response to many criticisms and constructive proposals made by Republicans over the past 2 years, some committee Democrats finally imposed a few long overdue amendments.

However, there is still little that has been done to structure a program that will produce meaningful results. No attempt has been made to establish selection criteria for Job Corps enrollees. No attempt has been made to alleviate community dissension by developing criteria for community action boards. No attempt has been made to provide meaningful work experience or insist upon basic education for Neighborhood Youth Corps enrollees. No attempt has been made to eliminate the overlap and bureaucratic confusion developing in Headstart. The omissions are endless.

What has been done?

The Job Corps, which has rapidly expanded both in size and in problems, has finally been restricted by a provision that the number of centers may not be expanded beyond present contract commitments and a ceiling of 45,000 enrollees has been imposed. This size limitation gives Job Corps officials a belated opportunity to evaluate their experiences. However, Congress has neglected its obligations to redirect this program along realistic lines.

Democrats won't provide adequate standards
In a party-line vote, Democrats turned down Republican amendments to—

(1) Establish procedures for evaluation of Job Corps enrollees to identify youths with criminal records and insure adequate provisions to cope with their problems in Job Corps camps without major disruptions; and

(2) Give authority to Job Corps camp directors to enforce standards of conduct and deportment with disciplinary powers, including the power to dismiss enrollees when necessary to preserve the opportunities of others.

Other Republican amendments to the Job Corps that were summarily rejected by the majority were:

(1) A limitation of salaries of Job Corps staff to no more than a 20-percent increase over their previous salaries without specific approval of the Director;

(2) Provisions for job counseling and intensive testing on admission and at least 3 months prior to anticipated graduation of Job Corps enrollees;

(3) Establishment of community advisory groups to provide appropriate job opportunities or training for Job Corps graduates; and

(4) Establishment of military career centers for young men unable to pass physical or mental tests for military service.

One step forward and two steps back

After unrelenting pressure by Republicans, committee members, for the first time in the 2-year life of the program, established enrollee eligibility criteria for the Neighbor-

hood Youth Corps. We are relieved to see the adoption of an amendment which hopefully will prevent further instances of truly needy youngsters being displaced in the programs by affluent youngsters from politically prominent families.

Although eligibility criteria have been developed, nothing else has been done to provide meaningful training for Neighborhood Youth Corps enrollees. A Democratic amendment was adopted that ostensibly allows enrollees to receive training in profit-making organizations. As Republicans first proposed an industry youth corps, we favor a program that provides productive jobs and training for young people in private industry but we cannot possibly accept the amendment adopted in committee.

Carefully evaluated, the Democratic amendment does not fulfill the need of enrollees for vocational training. At best, the program adopted will completely overlap the on-the-job training provisions of the Manpower, Development, and Training Act. The worst feature is that absolutely no criteria are established for training, selection of enrollees, or qualification of sponsors. We shudder to think of a repetition of the abuses which have developed because of an absence of guidelines in other war on poverty programs.

In addition to rejecting the Republican amendment for a carefully structured industry youth corps, Democrats refused to accept our amendments that would have revised the Neighborhood Youth Corps to provide separate out-of-school and in-school programs with careful standards for each.

HEADLONG RETREAT

Responding to the criticism of Community Action programs and fearing the undisciplined child they have fostered, the majority of the Democrats on our committee have united to subtly undermine Community Action. Condemning the original concept as a failure and inoperable, they have sponsored a series of amendments that reduce the Community Action program to rigid prepackaged programs that will deal with individual problems of poverty in the isolation of the poverty ghettos.

The amendment which dictates that 20 percent of Community Action funds must be granted to "independently funded Community Action programs which are carried on in communities in which there is being carried on concurrently a Community Action program" completely undermines the concept of the program. The true concept is to combine all the resources in a community to fight poverty and to initiate a dialog between various elements of a community for effective use of the resources.

There seems to be general agreement that too many Community Action boards are unrepresentative. Instead of moving directly to meet this problem, the Democrats have been satisfied to leave the Community Action boards largely unrepresentative and then simply fund a variety of private programs that not only will be uncoordinated with the overall community effort but, in many instances, will contradict or undermine existing programs.

Under certain circumstances private funding may serve a useful purpose. Congress should define such circumstances. The present Democratic proposal requiring 20 percent of Community Action funds to be spent on independent programs is an invitation to every dissident group to bypass and ignore efforts at community coordination.

Judging by timid and shortsighted policies of OEO administrators in recent months, very few truly independent and representative groups will be funded under this allocation, where they are most needed. The end result will be an escalation of uncoordinated confusion without significant encouragement to the very groups most in need of help.

The big "if"

Republicans sponsored amendments to give guidance to communities on the matter of representation on, and selection of, a Community Action board. Our amendments would have allowed total involvement of all representative segments of the community and particularly guarantee meaningful representation of the poor on policymaking boards. These amendments would have provided a life-giving spark to the potential of Community Action. The majority rejected all such amendments.

In their stead, they adopted a meaningless amendment that States, in a roundabout way, provides that if a Community Action board member represents a target area he must be a resident of that area.

Note the important "IF." The amendment does not state that the Community Action board must have such representatives.

The open-ended neighborhood adult corps

It appears that the Democrats on our committee are obsessed with the need for producing headline-grabbing programs without specific guidelines or standards. This is the very tendency that produced present poverty scandals. They passed a general authorization and leave it to administrators to define how the objectives will be accomplished.

After 2 years, our Democratic colleagues have been forced to recognize the glaring deficiencies in the poverty program that they chose to deny in the original election year debate of 1964. Now, in another election year, they are launching a new massive program for adults modeled after the Neighborhood Youth Corps. It bodes well to produce the new "great scandals of 1967."

It is hard to imagine a more loosely drawn, ill-defined proposal than the open-ended neighborhood adult corps that will provide public service jobs for the jobless. No criteria for enrollment is given other than the adult be unemployed. Once again, the Democrats adopted the easy, superficial, shortrun palliative: "Let the Government hire them directly even though they may have to do meaningless and unproductive work."

"It is time that we recognize that the poor want productive jobs for which they can qualify. They need training, often in the most basic skills. Yet, provision for occupational training and basic education is not required." Considering the present boom economy and the plethora of jobs going begging, it would seem that virtually all of the employable unemployed will need training to "enhance their prospects for normal employment."

In the present Neighborhood Youth Corps, as we have already noted, only 10 percent of enrollees receive training. Will 90 percent of the neighborhood adult corps enrollees be similarly neglected?

Loss of talent

Democrats on our committee were obviously irked by the numerous examples of Community Action board members lobbying for funds to be given to their own pet projects. Accordingly, they adopted a last-minute, ill-considered amendment barring any grants to private agencies which have a member of their board of directors or an executive officer serving on a Community Action board or as an employee of a Community Action agency.

The intent is obviously to require all employees or board members of private organizations receiving Community Action funds to resign from Community Action organizations. The full ramifications of this action are difficult to assess. Apparently employees or board members of innumerable private social welfare agencies would be ineligible to serve on Community Action agency boards or be employees of those agencies.

One of the primary objectives of a Community Action board is to enlist the talent and experience of those organizations and people who have been fighting poverty for

years. Are citizens who have been serving diligently on Family Services, United Fund, Boys Clubs, YWCA's and similar organizations to be barred from Community Action service in the future?

Danger signals

Danger signals have been flashing in Headstart from the outset. A basically sound program has been subjected to unbelievable chaos in its administration. It has been successful in spite of rather than cause of, poverty officials. The biggest problem has been that both education and poverty money is available to fund Headstart programs. Where do local school systems apply for funds? How much education money must they blend with poverty money in funding Headstart? Conflicting, ever-changing standards have imposed a burden of redtape on many local school officials. Specific examples of this, all too characteristic, have been cited elsewhere in this report.

Headstart should be administered by a single Federal agency with clear and simple guidelines. Republican efforts to transfer the Headstart program to the Office of Education, where all efforts could be unified and where the program could be fully funded, were defeated.

The burden on the budget would be relieved by transferring Headstart to the jurisdiction of the ESE Act because the necessary funds have already been appropriated. Why, then, when Sargent Shriver testified before our committee that only half the eligible 5-year-olds are able to be included in the OEO program, do the Democratic members refuse to allow Headstart to be funded to the greatest extent possible?

No protection provided

The poor often are in need of small emergency loans and find themselves victims of unscrupulous loan sharks who charge usurious interest rates. Such loan activities can and should be controlled at local and State levels. The democratic answer to the problem is a vaguely defined authority for the Director to make direct loans up to a maximum of \$300 at a 2 percent per annum rate of interest; \$8 million is authorized for this purpose.

This loan provision was hastily slapped into the bill without consultation with experts on the Banking and Currency Committee or elsewhere. No testimony was ever received recommending such a proposal, nor specifying how it could be effectively administered. After intensive study and careful draftsmanship, it is quite possible a workable program could be devised to meet this need. A slap-dash \$8 million proposal, such as this, holds little promise to the poor to meet their needs in this area.

Adult basic education

Basic education is a primary need for many of the poor. The Opportunity Crusade appropriates more money for basic education than is provided under the present bill. In addition, it would require that the needed basic training or education be provided to Neighborhood Youth Corps enrollees and participants in other poverty programs where appropriate.

More warning signals ignored

Despite the testimony that we referred to earlier on the critical shortage of funds and lack of coordination between SBA and OEO, no substantive changes were made to title IV. No guidelines were given for interagency cooperation.

Amendments sponsored by Republicans, and unanimously rejected by the majority, would have transferred full authority for the program to the Small Business Administration and appropriated funds to SBA for exclusive use in this program.

Disruptive transfer

The recipients of aid and training under the work experience program are in the view

of the minority the crux of the poverty group. These are the people who for three or four generations, in times of prosperity as well as depression, have remained totally dependent on welfare for subsistence. For a substantial number of them, welfare is a way of life. Welfare checks, food stamps, medical care, and hospitalization provide a sense of security in the welfare status. They are fully aware that these benefits will be lost when they accept employment. The task of motivating some welfare recipients to seek gainful employment is a difficult one. In addition to this factor, it is in this group that we find the highest incidence of inability to read or write, illegitimate children, and a lack of initiative and ambition.

The Department of Health, Education, and Welfare has been dealing with these people for decades. Welfare administrators know them and their problems. We feel there is much to be desired in the performance of HEW with regard to training individuals and placing them in jobs. That is why the Republicans proposed an amendment, arbitrarily rejected, that HEW be given full authority for the program which it now operates.

Committee Democrats passed an amendment that will transfer authority for the training aspects of the program to the Department of Labor, leave supportive services to be provided by HEW and controlling authority in OEO. Such a three-ring circus, in our view, will compound confusion. The transfer of the work experience job training to the Department of Labor is foolish. Our viewpoint is supported by comments from Mr. Raymond Hilliard and Mr. L. L. Vincent:

TITLE V

On May 3, 1966, Mr. Raymond Hilliard, director of public aid for Cook County, Ill., advised that legislation to place the work experience program (title V) under the Labor Department would be most unfortunate for the following reasons:

1. The Department of Labor has had no experience whatever with what are now the hard-core poor people who by reason of inability to read or psychological disturbances or by family brokenness, by all things that could be said are hard-core slum living. Welfare administrators and personnel live with these people. The Department of Labor from top to bottom has never seen them. The Department of Labor in the past has preferred to pass them by as if they didn't exist.

2. The people enrolled in title V programs are, for the most part, those in no way qualified for jobs. This is an area of preparation for preparation for jobs. If the program is transferred to the Department of Labor, it would be handled similar to MDTA. The day MDTA can do what the Department of Welfare is doing under title V, I will be glad to give it to them, Mr. Hilliard said.

3. Title V is just really beginning to get rolling and show. I would be worried about Labor * * * I would be more worried about Labor than with it at OEO. I think the title V program in Chicago would grind to a halt and I am not sure it would ever get organized, Mr. Hilliard said. He pointed out a change from HEW would involve a process of going through the same problem of getting acquainted with the people and chasing all of the likely sounding but fruitless approaches.

4. Mr. Hilliard stated the relationship of his Department with HEW has been eminently satisfactory, with one big exception. The one exception has to do with a multitude of forms, most of which he feels are unnecessary. He felt it would be a great help if HEW would concentrate on some simplification of reporting.

On May 3, 1966, Mr. Charles Lewis, executive secretary of Mr. L. L. Vincent, commissioner, Department of Welfare, State of West Virginia, who served as a spokesman for Mr.

Vincent, advised Mr. Vincent would be opposed to legislation transferring the work experience program (title V) to the Department of Labor. It was the informal opinion of Mr. Vincent the move would not be feasible for the following reasons:

1. The Department of Labor in the past has shown no particular interest in the people who are in the title V program and have no record of finding these people jobs.

2. The Department of Labor's training program adhere to groups with educational levels higher than the people in the title V program.

3. The Department of Labor has tried programs with this particular group without very much success.

4. HEW has spent the last year setting up title V programs nationwide and a transfer at this time might well lead to administrative chaos.

Open admission

Since the Economic Opportunity Act was passed in 1964, Republicans have documented the fact that the war on poverty was conceived and operated substantially for partisan political purposes. To curb political abuses, Republicans urged that Hatch Act provisions applying to title I be extended to all sections of the act.

Chairman POWELL even opened the 1965 poverty hearings with the charge that the poverty program contained "giant fiestas of political patronage." Nonetheless, House Democrats turned down Republican amendments to provide Hatch Act coverage. The majority was either unwilling to stop these intolerable abuses or to admit to them.

This year, the Democratic committee members finally admitted the truth of our charges by adopting an amendment to have the Hatch Act cover all war on poverty activities.

As supporters of a similar amendment, we welcome this long-delayed action. Its enforcement in practice is another thing which we shall watch closely.

COMMITMENT TO A REALISTIC PROGRAM

It should be the finding of Congress that, in spite of the impressive historical record of this Nation in offering unrivaled opportunities for advancement to our citizens, much remains to be done. Artificial barriers and indigenous backgrounds too often inhibit the full development of individual potential. It is not enough, however, simply to launch a program with compelling and persuasive objectives. A realistic program to help restore dignity and hope to those who are unable to sustain themselves in modern society is our urgent imperative. A program which merely raises expectations and administrative salaries without meaningful results fails to meet the dynamic requirements of our society. Those citizens who are to be served by government programs must have a significant role in helping themselves. Expenditures by government to do things to beneficiaries, rather than in partnership with beneficiaries, is a miscarriage of the true congressional purpose of dignifying human lives.

It should therefore be the policy of the United States to provide these individuals at low levels of income and education with the power and hope necessary to raise themselves above the levels of poverty.

To accomplish this objective, Congress should declare its intent that the needs of the very young be given first priority. Sensible and diverse programs, emphasizing education, health, strengthening of the family and productive jobs must have maximum local and individual participation. Community action, involving the poor at policymaking levels with officials and citizens of talent and experience, is the indispensable ingredient of success. Permanent, productive jobs, with personal dignity and independence must be provided primarily by private enterprise.

It is the role of government to stimulate, educate, and provide incentives. All levels of government must participate in a meaningful way.

As a complete substitute for the faltering, scandal ridden war on poverty, Republicans call for a new program to launch an opportunity crusade for the isolated Americans imprisoned by poverty.

WILLIAM H. AYRES.
ALBERT H. QUIE.
CHARLES E. GOODELL.
JOHN M. ASHBROOK.
DAVE MARTIN.
ALPHONZO BELL.
GLENN ANDREWS.
EDWARD J. GURNEY.

The SPEAKER pro tempore. Under previous order of the House, the gentleman from New York [Mr. RESNICK] is recognized for 5 minutes.

[Mr. RESNICK addressed the House. His remarks will appear hereafter in the Appendix.]

NEW CONFIDENCE AND HOPE IN ASIA AND THE PACIFIC

The SPEAKER pro tempore. Under previous order of the House, the gentleman from Delaware [Mr. McDOWELL], is recognized for 10 minutes.

Mr. McDOWELL. Mr. Speaker, the call by President Ferdinand E. Marcos of the Republic of the Philippines for a seven-nation conference next month on the Vietnam conflict is a welcome turning point in the determination of the peoples of free Pacific and Asian nations to appraise and resolve their mutual problems.

Coupled with the success of the recent popular elections in South Vietnam, the major reversals and failures of Chinese Communist power thrusts in Indonesia, Malaysia, Burma, and northeast Thailand in the past year have brought new confidence to the leaders of the several free Asian nations. Many people in these countries and particularly those charged with the responsibility of governing and defending their countries against Communist aggression have been deeply shaken by the Red terrorism and acute uncertainties unleashed recently on the mainland of China.

The current initiative on the part of the leaders of the Philippines, South Korea, South Vietnam, Thailand, Australia, and New Zealand is commendable for it supports the overwhelming sentiment that all nations, Asian or not, are entitled to freedom from fear, aggression, and attack and that each deserves the opportunity to go peacefully and unmolested about the urgent tasks of economic and social development.

Concurrently, and in recognition of this Asian initiative, the United States must restate without equivocation its position as to military withdrawal and emphasize the essential need for cooperative action in achieving social and economic growth among the free nations of the Pacific community. With American economic aid and technical assistance, there is no question but that free Asians can capitalize on the opportunity to speed their own development and create their own resources necessary to cope

with the great and more promising tasks of human progress.

The formation by Malaysia, the Philippines, and Thailand of the Association for southeast Asia, the participation of 19 Asian and Pacific nations and the United States in the \$1 billion Asian Development Bank, and the new broad alliance of nine nations—ASPAC—ranging from New Zealand to Japan, demonstrate the emergence of a new Asian cooperativeness. This is a meaningful pattern of cooperation and deserves the serious consideration and encouragement of all thoughtful and responsible Americans.

Mr. Speaker, I am hopeful these new signs point to bringing nearer a political solution to the Vietnam conflict and a new era for American diplomacy in the Pacific and Asia.

The SPEAKER pro tempore. Under previous order of the House, the Chair recognizes the gentleman from Ohio [Mr. FEIGHAN] for 10 minutes.

[Mr. FEIGHAN addressed the House. His remarks will appear hereafter in the Appendix.]

SPECIAL ORDERS GRANTED

By unanimous consent, permission to address the House, following the legislative program and any special orders heretofore entered, was granted to:

Mr. CONTE (at the request of Mr. CONABLE), for 15 minutes, today; to revise and extend his remarks and to include extraneous matter.

Mr. RANDALL, for 5 minutes, today.

Mr. RESNICK (at the request of Mr. DINGELL), for 5 minutes, today; to revise and extend his remarks and include extraneous matter.

Mr. FEIGHAN (at the request of Mr. DINGELL), for 10 minutes, today; to revise and extend his remarks and include extraneous matter.

Mr. McDOWELL (at the request of Mr. DINGELL), for 10 minutes, today; to revise and extend his remarks and include extraneous matter.

EXTENSION OF REMARKS

By unanimous consent, permission to extend remarks in the Appendix of the RECORD, or to revise and extend remarks was granted to:

Mr. BROOKS to extend his remarks and include a speech by the Postmaster General.

Mr. ROUSH in three instances and to include extraneous material.

Mr. FASCELL in two instances and to include extraneous matter.

Mr. MADDEN and to include two editorials.

Mr. ZABLOCKI in two instances and to include extraneous matter.

All Members who spoke on Resolution 1308, to revise and extend their remarks and to include extraneous matter.

Mr. ERLNBORN (at the request of Mr. CONABLE) to revise and extend his remarks on the Quie substitute to H.R. 15111.

Mr. ERLNBORN (at the request of Mr. CONABLE) during general debate today.

Mr. HORTON (at the request of Mr. CONABLE) to revise and extend his remarks on the Quie substitute to H.R. 15111.

Mr. BUCHANAN to revise and extend his remarks on H.R. 15111 following the vote on the Quie substitute and to include extraneous matter.

Mr. MARSH to revise and extend remarks made in Committee of the Whole today on H.R. 15111 and include extraneous material.

Mr. MOORHEAD (at the request of Mr. DINGELL) to extend his remarks in the body of the RECORD prior to the vote on the Quie substitute amendment.

Mr. SCHISLER (at the request of Mr. DINGELL) during debate on H.R. 15111.

Mr. MATIAS to extend his remarks following the debate on the Quie substitute amendment, before the vote on the amendment.

The following Members (at the request of Mr. CONABLE), and to include extraneous matter:)

Mr. FINO.

Mr. YOUNGER.

Mr. UTT.

Mr. BROCK in three instances.

Mr. MICHEL.

Mr. LIPSCOMB.

Mr. GURNEY.

Mr. TEAGUE of California during debate on Quie substitute to H.R. 15111.

Mr. HORTON during debate on Quie substitute to H.R. 15111.

(The following Members (at the request of Mr. DINGELL) and to include extraneous matter:)

Mr. MINISH.

Mr. OTTINGER.

Mr. CELLER.

Mr. FRASER.

Mr. GONZALEZ in two instances.

Mr. McDOWELL.

Mr. HUNGATE.

Mr. MULDER in three instances.

Mr. SISK.

Mr. IRWIN in six instances.

Mr. FEIGHAN in six instances.

Mr. WILLIAMS in three instances.

Mr. RYAN in three instances.

BILLS AND A JOINT RESOLUTION PRESENTED TO THE PRESIDENT

Mr. BURLESON, from the Committee on House Administration, reported that that committee did on the following days present to the President, for his approval, bills and a joint resolution of the House of the following titles:

On September 27, 1966:

H.J. Res. 688. Joint resolution to give effect to the Agreement for Facilitating the International Circulation of Visual and Auditory Materials of an Educational, Scientific, and Cultural Character, approved at Beirut in 1948.

On September 28, 1966:

H.R. 483. An act to amend section 2056 of the Internal Revenue Code of 1954 relating to the effect of disclaimers on the allowance of the marital deduction for estate tax purposes, and for other purposes;

H.R. 7546. An act for the relief of Gilmour C. MacDonald, colonel, U.S. Air Force (retired);

H.R. 11253. An act to provide for the conveyance of certain real property of the United

States situated in the State of Pennsylvania; and

H.R. 15510. An act to amend the Consolidated Farmers Home Administration Act of 1961 to authorize the Secretary of Agriculture to hold prepayments made to the Secretary by loan borrowers and transmit them to the holder of the note in installments as they become due.

ADJOURNMENT

Mr. DINGELL. Mr. Speaker, I move that the House do now adjourn.

The motion was agreed to; accordingly (at 7 o'clock and 19 minutes p.m.), the House, under its previous order, adjourned until tomorrow, Thursday, September 29, 1966, at 10 o'clock a.m.

EXECUTIVE COMMUNICATIONS, ETC.

Under clause 2 of rule XXIV, executive communications were taken from the Speaker's table and reference as follows:

2757. A letter from the Secretary, Export Import Bank of Washington, transmitting a report of the amount of Export-Import Bank insurance and guarantees issued in connection with U.S. exports to Yugoslavia for the month of August 1966, not previously reported, pursuant to the provisions of title III of the Foreign Assistance and Related Agencies Appropriation Act of 1966, and to the Presidential Determination of February 4, 1964; to the Committee on Foreign Affairs.

2758. A letter from the Acting Director, U.S. Information Agency, transmitting a report on claims settled during the period September 1, 1965, through August 31, 1966, pursuant to the provisions of Public Law 88-558; to the Committee on the Judiciary.

2759. A letter from the Secretary of Commerce, transmitting a report of claims of employees for damage to or loss of personal property sustained by them incident to their service which were settled during fiscal year 1966, pursuant to the provisions of 31 U.S.C. 240-242; to the Committee on the Judiciary.

2760. A letter from the national corporation agent, Legion of Valor of the United States of America, Inc., transmitting a copy of the financial statement of the Legion of Valor of the United States of America, Inc., covering the period August 1, 1965—July 31, 1966, pursuant to the provisions of Public Law 84-224; to the Committee on the Judiciary.

REPORTS OF COMMITTEES ON PUBLIC BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar, as follows:

Mr. YOUNG: Committee on Rules. House Resolution 1032. Resolution providing for the consideration of S. 3035, an act to establish a program for the preservation of additional historic properties throughout the Nation, and for other purposes (Rept. No. 2090). Referred to the House Calendar.

Mr. PEPPER: Committee on Rules. House Resolution 1033. Resolution providing for the consideration of H.R. 17899, a bill to strengthen the regulatory and supervisory authority of Federal agencies over insured banks and insured savings and loan associations, to increase the maximum amount of insured accounts or deposits to \$15,000, and for other purposes (Rept. No. 2091). Referred to the House Calendar.

Mr. ROGERS of Colorado: Committee on the Judiciary. H.R. 15899. A bill relating to national observances and holidays, and for other purposes (Rept. No. 2105). Referred to

the Committee of the Whole House on the State of the Union.

Mr. EDMONDSON: Committee on Interior and Insular Affairs. S. 1674. An act to authorize the Secretary of the Interior to make disposition of geothermal steam and associated geothermal resources, and for other purposes; with amendment (Rept. No. 2140). Referred to the Committee of the Whole House on the State of the Union.

Mr. WRIGHT: Committee on Public Works. S. 1861. An act to provide additional assistance for areas suffering a major disaster; with amendment (Rept. No. 2141). Referred to the Committee of the Whole House on the State of the Union.

Mr. CELLER: Committee on the Judiciary. S. 2070. An act to provide for holding terms of the U.S. District Court for the District of South Dakota at Rapid City. (Rept. No. 2142). Referred to the Committee of the Whole House on the State of the Union.

Mr. ASHMORE: Committee on the Judiciary. S. 2770. An act to control the use of the design of the great seal of the United States and of the seal of the President of the United States; with amendment (Rept. No. 2143). Referred to the Committee of the Whole House on the State of the Union.

Mr. ROGERS of Colorado: Committee on the Judiciary. S. 3433. An act to make it a criminal offense to steal, embezzle, or otherwise unlawfully take property from a pipeline, and for other purposes; with amendment (Rept. No. 2144). Referred to the Committee of the Whole House on the State of the Union.

Mr. HOLFELD: Joint Committee on Atomic Energy. H.R. 17558. A bill to amend Public Law 80-428 to authorize the Atomic Energy Commission to enter into a cooperative arrangement for a large-scale combination nuclear power-desalting project, and appropriations therefor, in accordance with section 261 of the Atomic Energy Act of 1954, as amended (Rept. No. 2145). Referred to the Committee of the Whole House on the State of the Union.

Mr. DELANEY: Committee on Rules. House Resolution 1035. Resolution providing for the consideration of Senate Joint Resolution 108, joint resolution to amend the joint resolution providing for membership of the United States in the Pan American Institute of Geography and History to authorize appropriations therefor (Rept. No. 2146). Referred to the House Calendar.

Mr. O'NEILL of Massachusetts: Committee on Rules. House Resolution 1036. Resolution providing for the consideration of H.R. 17607, a bill to suspend the investment credit and the allowance of accelerated depreciation in the case of certain real property (Rept. No. 2147). Referred to the House Calendar.

Mr. FEIGHAN: Committee on the Judiciary. S. 2829. An act to amend section 301(a)(7) of the Immigration and Nationality Act (Rept. No. 2150). Referred to the Committee of the Whole House on the State of the Union.

REPORTS OF COMMITTEES ON PRIVATE BILLS AND RESOLUTIONS

Under clause 2 of rule XIII, reports of committees were delivered to the Clerk for printing and reference to the proper calendar, as follows:

Mr. FEIGHAN: Committee on the Judiciary. S. 405. An act for the relief of Gabriel A. Nahas and Vera Nahas (Rept. No. 2092). Referred to the Committee of the Whole House.

Mr. FEIGHAN: Committee on the Judiciary. S. 769. An act for the relief of Dr. Marshall Ku; with amendment (Rept. No. 2093). Referred to the Committee of the Whole House.

Mr. FEIGHAN: Committee on the Judi-

ciary. S. 1137. An act for the relief of Dr. Rafael Pedro Martinez Torres; with amendment (Rept. No. 2094). Referred to the Committee of the Whole House.

Mr. FEIGHAN: Committee on the Judiciary. S. 2106. An act for the relief of Dr. Jose Joaquin Diaz Franquiz (Rept. No. 2095). Referred to the Committee of the Whole House.

Mr. FEIGHAN: Committee on the Judiciary. S. 2457. An act for the relief of Jorge Ajbuszyc Volsky (Rept. No. 2096). Referred to the Committee of the Whole House.

Mr. FEIGHAN: Committee on the Judiciary. S. 2640. An act for the relief of Dr. Guillermo Rodriguez (Rept. No. 2097). Referred to the Committee of the Whole House.

Mr. FEIGHAN: Committee on the Judiciary. S. 2738. An act for the relief of Dr. Ezzat N. Asaad (Rept. No. 2098). Referred to the Committee of the Whole House.

Mr. FEIGHAN: Committee on the Judiciary. S. 2739. An act for the relief of Dr. Blanche L. Asaad (Rept. No. 2099). Referred to the Committee of the Whole House.

Mr. FEIGHAN: Committee on the Judiciary. S. 2761. An act for the relief of Dr. Julio Sanguily, Jr. (Rept. No. 2100). Referred to the Committee of the Whole House.

Mr. FEIGHAN: Committee on the Judiciary. S. 2771. An act for the relief of Hazel Louise Schuman Strunk (Rept. No. 2101). Referred to the Committee of the Whole House.

Mr. FEIGHAN: Committee on the Judiciary. S. 2801. An act for the relief of Helena Gilbert Maddagiri and Heather Gilbert Maddagiri; with amendment (Rept. No. 2102). Referred to the Committee of the Whole House.

Mr. FEIGHAN: Committee on the Judiciary. S. 3106. An act for the relief of Dr. Alberto L. Martinez (Rept. No. 2103). Referred to the Committee of the Whole House.

Mr. FEIGHAN: Committee on the Judiciary. S. 3238. An act for the relief of Miss Matsue Sato (Rept. No. 2104). Referred to the Committee of the Whole House.

Mr. MOORE: Committee on the Judiciary. H.R. 5622. A bill for the relief of Dr. Jorge Ignacio Miquel Franca; with amendment (Rept. No. 2106). Referred to the Committee of the Whole House.

Mr. MOORE: Committee on the Judiciary. H.R. 5969. A bill for the relief of Dr. Raul R. Morfi (Rept. No. 2107). Referred to the Committee of the Whole House.

Mr. FEIGHAN: Committee on the Judiciary. H.R. 6443. A bill for the relief of Dr. Antonio U. Catusas (Rept. No. 2108). Referred to the Committee of the Whole House.

Mr. RODINO: Committee on the Judiciary. H.R. 7341. A bill for the relief of Dr. Ricardo R. Fuste (Rept. No. 2109). Referred to the Committee of the Whole House.

Mr. CHELF: Committee on the Judiciary. H.R. 10151. A bill for the relief of Dr. Luis Crespo; with amendment (Rept. No. 2110). Referred to the Committee of the Whole House.

Mr. CHELF: Committee on the Judiciary. H.R. 10253. A bill for the relief of Dr. Luis E. Bencomo; with amendment (Rept. No. 2111). Referred to the Committee of the Whole House.

Mr. MOORE: Committee on the Judiciary. H.R. 11617. A bill for the relief of Jun Becky; with amendment (Rept. No. 2112). Referred to the Committee of the Whole House.

Mr. CAHILL: Committee on the Judiciary. H.R. 11640. A bill for the relief of Dr. Juan Antonio Dumois (Rept. No. 2113). Referred to the Committee of the Whole House.

Mr. CHELF: Committee on the Judiciary. H.R. 11952. A bill for the relief of Maria Karidakis (Rept. No. 2114). Referred to the Committee of the Whole House.

Mr. FEIGHAN: Committee on the Judiciary. H.R. 11957. A bill for the relief of Muriel Williams; with amendment (Rept. No.

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
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NOT TO BE QUOTED OR CITED)

Issued Sept. 30, 1966
For actions of Sept. 29, 1966
89th-2nd; No. 165

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HIGHLIGHTS: House passed poverty bill. Senate committee reported poverty bill.

HOUSE

1. **POVERTY.** Passed, 210-156, with amendments H. R. 15111, to continue and change various programs under the Economic Opportunity Act. pp. 23451-528, 23532, 23540, 23544, 23549-50, 23561-2
2. **FARM PRICES.** Rep. Findley claimed the Government is trying to "drive down farm prices...below parity." p. 23539
Rep. Ashbrook said Under Secretary Schnittker had said the Department's policy is aimed at parity income for adequate-size farms but not necessarily small farms, and the Congressman objected to this policy. pp. 23542-3

3. TAXATION. Rep. Langen spoke in favor of the amendment to partially exempt farmers from the proposed investment-credit suspension. p. 23541
4. WATERSHEDS. Received reports on various proposed watershed projects from the Budget Bureau; to Agriculture and Public Works Committees. p. 23567
5. HEALTH; PERSONNEL. Received from HEW a proposed bill to authorize the Public Health Service to provide medical services to Federal employees on a reimbursable basis at remote locations where other medical treatment and care is not available; to Interstate and Foreign Commerce Committee. p. 23567
6. SEA-GRANT COLLEGES. Received the conference report on H. R. 16559, to authorize sea-grant colleges for education and research in marine resources (H. Rept. 2156). p. 23568
7. FOREIGN TRADE; WAGE-PRICE GUIDEPOSTS. A subcommittee of the Government Operations Committee approved for full committee action reports on "Strengthening Wage-Price Guideposts" and "Market Promotion Activity of Foreign Agricultural Service (Second Review)." p. D933
8. LEGISLATIVE PROGRAM. Rep. Boggs said the House hopes to consider today the investment-credit, atomic-energy, and water-pollution bills. pp. 23528-9

SENATE

9. POVERTY. The Labor and Public Welfare Committee reported with amendment S. 3164, to continue and change various programs under the Economic Opportunity Act (S. Rept. 1666) (p. 23381). This bill was made the unfinished business (p. 23449).
10. HEALTH. The Labor and Welfare Committee reported with amendments S. 3008, to amend the Public Health Service Act to promote and assist in extension and improvement of comprehensive health planning and public health services (S. Rept. 1665). p. 23381
11. FOREIGN TRADE. Sen. Mondale spoke on the importance of trade negotiations with the European Economic Community, from the standpoint of agriculture and industry, and asked continued efforts to reduce trade barriers with Europe. pp. 23411-3
12. ELECTRIFICATION; SALT WATER. Passed without amendment S. 3807, to authorize the Atomic Energy Commission to enter into a cooperative arrangement for a large-scale combination nuclear-power and water-desalting project. pp. 23416-7
13. TRANSPORTATION. Passed, 64-2, with amendments H. R. 15963, to create a Department of Transportation. S. 3010, a companion, was indefinitely postponed. pp. 23417-47
14. DEFENSE APPROPRIATION BILL. Rejected the conference report on this bill, H. R. 15941, and acted on various amendments in disagreement. p. 23447
15. CONGRESSIONAL REORGANIZATION. Sen. Mansfield announced, with concurrence of Sen. Dirksen, that it is not intended to take up the Monroney-Madden congressional reorganization bill during this session. He expressed hope that the bill will be "one of the very first orders of business when the Senate reconvenes again next January." p. 23448

ECONOMIC OPPORTUNITY AMENDMENTS OF 1966

SEPTEMBER 29, 1966.—Ordered to be printed

Mr. CLARK, from the Committee on Labor and Public Welfare,
submitted the following

REPORT

together with

SUPPLEMENTAL, INDIVIDUAL, AND ADDITIONAL VIEWS

[To accompany S. 3164]

The Committee on Labor and Public Welfare, to which was referred the bill (S. 3164) to provide for continued progress in the Nation's war on poverty having considered the same, reports favorably thereon with an amendment and recommends that the bill as amended do pass.

BACKGROUND OF THE LEGISLATION

This Nation is the first in the history of mankind to have committed its resources to the goal of eliminating poverty.

That commitment, to 35 million Americans, was formally made upon the signing of the Economic Opportunity Act on August 20, 1964. In the short time following, the war on poverty has affected the lives of more than 4 million impoverished Americans. Its record of accomplishments is impressive.

At the time this program was reviewed last year by the committee, significant steps had been made toward mounting an effort that could meet the challenge to eliminate poverty. Substantial progress has been made during the intervening year in expanding this effort. By the close of fiscal year 1966—

106 Job Corps training centers were in operation, as compared to 47 at the end of fiscal year 1965;

1,477 separate Neighborhood Youth Corps projects had been approved, providing work and training opportunities for 528,000 young men and women, an increase over the prior year of more than 100 percent in the number of projects in operation and of 90 percent in the amount of work and training provided;

More than 700 community action agencies were conducting diversified antipoverty programs, as compared with 300 such programs in operation at the end of the prior fiscal year;

A variety of programs for migrants and seasonal agricultural workers had been funded, through 119 separate component grants during the year, as compared with 75 components funded in fiscal 1965;

Over 17,000 individual, and 391 cooperative loans, had been made in the rural loan program, an increase of 55 percent and 377 percent, respectively;

1,692 small business loans were made, aggregating \$17,251,184, as compared with 159 loans aggregating \$1,765,350;

All 50 States, the District of Columbia, and 3 U.S. territories were conducting adult basic education programs, with more than 200,000 participants "on board," as compared with 38,000 participants a year before in the 14 State programs then in operation:

274 work-experience projects had been established for about 114,000 persons with an estimated 346,000 dependents, as compared with 164 projects for 89,000 participants with an estimated 273,000 dependents;

3,342 VISTA volunteers were in training or in the field, as compared with 1,053 volunteers at the end of fiscal 1965.

In addition to this expansion, new programs have been launched. Thus, the legal services program is providing lawyers for the poor in more than 100 communities. Upward Bound helps promising students from impoverished families to enter college.

Significant changes have also taken place in the operation of programs. The Job Corps, for example, has instituted new procedures to promote the assignment of enrollees to centers closer to their homes and has instituted new and tighter rules governing enrollee conduct and discipline. The Neighborhood Youth Corps has committed itself to a major effort to enrich existing projects and provide participants with the educational, counseling, and other supportive services essential to long-range success. The community action program has largely overcome basic organizational problems and has won widespread acceptance of the principle that the persons it serves are entitled to participate "to the maximum extent feasible" in program development and operation. Audit, inspection, and fiscal procedures have been expanded and tightened; steps have been taken to relate programs more effectively to other Federal programs providing services to the poor; and a significant start has been made toward establishing a data system that will relate efforts under a host of Federal programs to specific community needs. Further, continuing and special evaluation efforts have been undertaken which represent an undertaking in self-criticism unparalleled in Federal domestic programs.

All of these accomplishments together constitute a creditable record for a complex program which, from the beginning, has operated under intense pressures and which is directed to the ultimate goal—the actual elimination of poverty.

Yet the most significant aspect of the war on poverty at the present time is plainly not what it has done. It is, rather, how much more remains to be done. Thus —

Less than 25 percent of the Nation's poor have been reached.

Less than 30 percent of our poor children from 3 to 5 years old were affected last year by Headstart.

Only 10 percent of the 5.4 million elderly poor and less than 15 percent of those who live in impoverished rural areas have been helped.

There are approximately 600,000 16- to 21-year-old school drop-outs; last year the Job Corps and Neighborhood Youth Corps reached only one-quarter of these.

The need to accelerate and expand the program is clear.

The human and financial resources required can be readily provided. What is needed is the resolve to get on with the task—the willingness to accept the cost of the accelerated and progressively higher levels of activity which are clearly required.

The total antipoverty effort is in a state of fundamental disequilibrium in that the demand of poor people for assistance far exceeds the supply of services which have thus far been provided. We cannot meet all the needs at once, but we nevertheless must provide substantial inputs.

The measure proposed by the administration does not meet the need; it merely contemplates a holding action. Yet, when allowances are made for the growth of programs over the last year, the administration's proposals will not suffice, even to maintain the status quo. The committee appreciates the constraints under which these proposals were formulated. However, maintenance of the status quo precludes the exploitation of the program's many successes. We cannot afford to lose the momentum which has been gained in the past 2 years, for it would be regained only with far greater effort and at greater cost.

MAJOR COMMITTEE CHANGES

In this connection, there are at least four areas where a sober and realistic evaluation of the present state of the war on poverty establishes the need for an appreciable increase in effort. One of these, employment, may best be described as involving a dangerous and threatening gap in the current effort. The other three, health, Headstart, and legal services, involve successful programs which have to date only scratched the surface of established need.

EMPLOYMENT

The bill contains two major new provisions designed to provide additional job opportunities, particularly for adults. The first, for which \$150 million would be specifically authorized, will focus upon urban areas having large concentrations of low-income people. It calls for activities specifically designed to improve the environment in which these people now live. The second program would provide training and employment for adults in subprofessional and public service fields—areas where employment beckons to those qualified.

In addition, the bill would permit a substantial increase in funds for the Neighborhood Youth Corps. This program, with much success to its credit, is faced by an overwhelming demand which it cannot meet without sacrificing program enrichment and other qualitative improvements essential to its long-run goals. The Neighborhood Youth Corps inschool programs, moreover, are critically important

in preventing youths from dropping out of school, thus increasing the cumulative unemployment problem.

The need for these new and expanded efforts is apparent once one probes behind the current statistics of overall national prosperity. In our ghetto areas, poverty is not declining but increasing. Central to this is an unemployment problem little appreciated in the past but now becoming increasingly clear that unemployment in poverty areas with high concentration of low-income families exceeds many times both national and local rates of unemployment. So long as this continues the poverty program cannot be successful in these areas. The longer it continues, the more likely it is that the program as a whole will be discredited in the eyes of those whom it was designed to serve.

HEALTH

The bill includes a new provision for neighborhood health centers to provide comprehensive, family oriented health service programs. The funds authorized are sufficient to provide for 50 of these centers.

That the poor have far greater health problems than other Americans needs no documentation. Nor does the fact that poverty and ill health compound one another. The problem is both one of resources and the availability of services. Health services to the poor must be made readily available to the poor and delivered to them in an efficient manner. New health services and resources are being provided generally throughout the country; they are not however being extended to the poor effectively or at a rate required by their need. They can be provided at a relatively modest cost.

OEO's health services program has achieved wide acceptance wherever it is available. If sustained, and permitted a continued expansion, it promises to provide a major breakthrough in the war on poverty. However, even with the increased authority and funds the bill would provide, it will not be possible to fund even the requests already on hand. And at best only a modest start will have been made in meeting a total demand estimated to require at least 400 such health centers.

HEADSTART

The bill would make available an additional \$200 million over the amount requested for the Headstart program.

The success of Headstart, and its widespread and exceptionally rapid acceptance in urban and rural communities across the country needs little description.

The additional funding provided in the bill recognizes the fact that there are more than 2.5 million poor children in the 3- to 5-age group who, except for Headstart, are not now reached by any program or combination of programs calculated to provide the balanced and diverse assistance needed at this critical stage in their lives. It recognizes the fact that efforts to make up, at a later age, what Headstart provides in the beginning can only be undertaken at far higher costs. And it recognizes that under this program the assistance provided is calculated to reach not only the child but also many thousands of families who would otherwise remain outside the total antipoverty effort.

There is little question that the demand exists. It is estimated that full-year program applications will involve about 400,000 children.

The proposed increase will not suffice to cover this. It will however permit funding of programs for about 328,000 children in full-year programs. In addition, it will allow for approximately 550,000 children in 8-week summer programs.

LEGAL SERVICES

The legal services program begun this year has already won the enthusiastic support of both the poor who have been affected and national bar organizations who help furnish the services and whose representatives appeared before the committee. Because so many of the problems of the poor involve the law ramifications, the program attacks many of the roots of poverty. It does so, moreover, at relatively little cost and in a manner which promises to reduce other costs of assistance to the families served.

The committee's hearings established that the \$25 million asked by the administration for this program is clearly inadequate. The bill would make available an additional \$25 million. This too is inadequate in terms of demand but will nevertheless permit some new projects and at least partially sustain the momentum already achieved.

One basic fact must not be forgotten: There are 35 million poor people in this country. Most of them will remain poor for the rest of their lives unless steps are taken now to help them. They are presently handing down to their children and grandchildren a legacy of misery. Poverty breeds poverty. In large part, the people with whom the program is dealing are "hard core" in the sense that they are poor not because of malfunctioning of our economic system, or lack of total national resources, but rather because of personal handicaps and problems, accumulated often over generations. Failure to do what is now required can only mean much greater continuing cost to society in the future.

AUTHORIZATIONS, DURATION OF PROGRAMS, FEDERAL FINANCING

The above-described amendments would increase the total authorization of \$1,750 million requested by the administration to \$2,496 million for programs under the act during the fiscal year ending June 30, 1967.

Specific program authorizations are shown in the following table:

<i>Program funding for the fiscal year ending, June 30, 1967</i>		<i>Millions</i>
Title I:		
A. Job Corps	-----	228
B. Neighborhood Youth Corps	-----	496
D. Special impact programs	-----	150
Title II: Community action	-----	1,344
Title III:		
A. Rural loans	-----	28
B. Migrants	-----	37
Title IV: SBA loans counseling service	-----	5
Title V: Work experience	-----	160
Title VI: General administration	-----	17
Title VIII: VISTA	-----	31
Total	-----	2,496

In the judgment of the committee these funding levels are commensurate with the minimum needs and reasonable expectations of our Nation's poor. They are fully justified by the evidence before the committee which heard testimony from representatives of the National

Conference of Mayors, the National League of Cities, local community action agencies, the American Bar and National Legal Aid and Defender Associations, local Job Corps and Neighborhood Youth Corps centers and projects, and other interested groups, as well as the Office of Economic Opportunity, the Department of Labor, and the Department of Health, Education, and Welfare.

While the bill would not authorize funds beyond the fiscal year ending June 30, 1967, the duration of various programs under the act is extended until June 30, 1970, thus permitting each program to have a 5-year term beginning with its first full year of operation. This extension will facilitate long-range planning and give some assurance of continuity, enabling contracts and agreements to be entered into on a multi-year basis, subject to funding. This extension of the duration of programs would not in any way effect congressional control over annual authorized or appropriated program levels since the bill would continue the requirement that specific dollar authorizations be enacted each fiscal year.

The bill would also extend for 1 additional year the authorization for 90 percent Federal financing of the Neighborhood Youth Corps, community action and adult basic education programs.

SPECIFIC COMMITTEE AMENDMENTS

In addition to the matters discussed above, and aside from technical and conforming amendments, the bill contains a number of amendments aimed at assisting orderly administration and designed to effect specific program improvements. Some of these, as in the case of salary and political activities restrictions, involve relatively complex legal and administrative problems. The bill seeks to approach these problems in a balanced way that takes full account of competing considerations and avoids hasty and ill-considered judgments. It reflects the strong belief of the committee that a sympathetic approach by the Congress to difficult questions is as important to the war on poverty as to any other major effort to which this country has pledged its resources and conscience.

TITLE I—WORK TRAINING AND WORK STUDY PROGRAMS

PART A—JOB CORPS

The Job Corps provides education, vocational training, and useful work experience for men and women between the ages of 16 and 22 in residential centers established throughout the country. During the last fiscal year, the number of Job Corps centers more than doubled, increasing from 46 to 110. More than 30,000 high school dropouts—a threefold increase over last year—are now enrolled in Job Corps centers. These centers are of three types: (1) conservation centers operated in conjunction with the Departments of Interior and Agriculture and various State agencies and located in national parks, forests, and grasslands and which accommodate from 100 to 224 young men; (2) urban centers for men accommodating 750 to 3,300 and which are located in surplus military facilities and operated under contract with private business firms, educational institutions and State

sponsored agencies; and (3) similarly operated residential centers for women housing 300 to 1,000.

The bill would authorize \$228 million for operation of the Job Corps in fiscal year 1967. This represents a 26-percent cutback from the \$310 million authorized for fiscal year 1966. This cutback represents a leveling off of costs in the Job Corps programs which heretofore have included capital costs and developmental expenditures necessary to the establishment of Job Corps centers.

The authorization will enable the Job Corps to establish thirty additional centers during fiscal 1967, increasing the Corps enrollment by approximately 50 percent from 30,000 to approximately 45,000 men and women.

ENROLLEE ASSIGNMENT

Until recently relatively few Job Corps centers were in operation across the country. It thus became necessary for the Office of Economic Opportunity to assign Job Corps enrollees to centers far removed from their home State. The committee believes that as more centers come into operation, OEO should endeavor to assign corpsmen as close to home as possible, consistent with the needs of the enrollee and the efficient operation of the Corps. Accordingly, the committee added to section 104 of the act a new subsection (e) which would require the assignment of Job Corps enrollees to an appropriate Corps center in the region of the country in which he resides if there is a vacancy and if such center would meet the needs of the enrollee as determined by the Director.

If no vacancy exists in the region, the enrollee would be assigned to an appropriate center as close to his residence as possible.

The committee understands that for administration purposes the community action program is presently broken down into seven geographical regions. The committee believes that this or a similar appropriate regional breakdown would be appropriate for purposes of this amendment.

STANDARDS OF CONDUCT

A second committee amendment, adding a new subsection (f) to section 104 of the act, would require that standards of conduct and deportment be provided and stringently enforced within Job Corps centers. This amendment would further require the dismissal of a corpsman or his transfer to another location where an enrollee's violation of standards of conduct or deportment is determined to jeopardize the enforcement of such standards within the center in which the violation took place.

FOLLOW-UP AND COUNSELING

The committee urges OEO to establish appropriate followup information procedures with respect to Job Corps graduates. Accordingly the reported bill would require that the Director, to the maximum extent feasible, assure that each corpsman who successfully completes his enrollment furnish the Director 6 and 18 months after his graduation with information stating his place of residence, his employment status, the compensation received by him in his current job and such other relevant information as may be necessary for effective followup.

In this connection the committee also recommends that greater efforts be made by the Department of Labor under agreement with OEO to assure that each Job Corps and Neighborhood Youth Corps enrollee is appropriately tested and counseled prior to the completion of his training. The Department of Labor should endeavor to develop suitable job opportunities for enrollees and, where appropriate, make arrangements for their further education and job training.

CORPS CENTERS, SCREENING AND DISCIPLINE

Serious incidents reflecting on the operation of Job Corps Centers, on the disciplinary procedures established by OEO and on the screening of Job Corps enrollees have come to the attention of members of the committee, both directly from Job Corps enrollees and others associated with the Job Corps Centers, as well as from reports in the public press.

These incidents include reports of group disturbances, both within Job Corps Centers and in the communities in which they are located, and of individual conduct such as assaults by Job Corpsmen on other Job Corpsmen, and serious acts of vandalism.

A disproportionate number of such incidents result from the fact that a relatively limited number of Job Corpsmen emerge as troublemakers. The committee feels that appropriate steps should be taken to assure that training given other corpsmen is not jeopardized as a result of such incidents and that the Job Corps program and projects are not impaired by the troublemakers. Accordingly, the committee requests that OEO will consider the advisability of establishing special training centers for those enrollees who are in need of specialized and intensive rehabilitation and other services.

OEO is requested to report to the committee no later than January 15, 1967, the feasibility of establishing an experimental special training center and the policies under which it would be operated, the methods by which enrollees for such centers would be selected, the training and rehabilitation services which would be provided, and the cost per enrollee of establishing and maintaining such a center.

The committee believes that greater efforts should be made by OEO to assure the effective screening of Job Corps enrollees. OEO's current criteria for admission to the Job Corps make ineligible an applicant with a history of serious and repeated offenses against persons or property. Such offenses include murder, rape, arson, armed robbery, assault with a deadly weapon, and a record of two or more offenses against property such as grand larceny, burglary, and other chronic delinquent activities.

Applicants who have criminal records of minor offenses or who have engaged in isolated incidents of antisocial behavior are not necessarily barred from admission to the Job Corps. In the event that an applicant has a criminal record consisting of an isolated incident of a single serious offense, or a series of lesser offenses such as petty theft, drunkenness and disorderly conduct, or vandalism, the Job Corps conducts a behavior review through its selection personnel in Washington.

In order to assure that these screening regulations are effectively administered, the committee expects that OEO will consider the advisability of requiring that each Job Corps applicant undergo physical and mental examinations, that inquiries into his history or background

be made of appropriate State agencies to determine whether an applicant is under any parole or probationary restrictions, that applicants be fingerprinted as in the case of military inductees, and that inquiries be directed to the FBI and other appropriate agencies to determine the existence of past criminal violations or pending criminal charges against an applicant.

OEO is expected to report to the committee on or before January 15, 1967, its recommendations as to the feasibility of establishing such procedures for the screening of Job Corps enrollees.

Job Corpsmen may be subject to disciplinary measures for failure to observe Job Corps Center regulations, absences without permission, inattention to educational or training programs, and for other breaches of good order and behavior. Disciplinary measures, which may be invoked by the Director of a Job Corps Center without prior approval of the Job Corps Headquarters in Washington, include suspension of privileges, restriction to the Center, and small cash fines.

OEO's current guidelines require dismissal of a job Corpsman if he is convicted of a serious crime, such as murder, rape, arson, armed robbery, or assault with a deadly weapon. A corpsman may also be subject to dismissal for repeated breaches of conduct or violation of regulations.

In the event that a corpsman's breach of conduct is serious enough to make him subject to dismissal, the Job Corps Center Director until recently has had authority only to recommend to Job Corps Headquarters in Washington that the corpsman be dismissed. Guidelines which are now going into effect will permit the discharge of a corpsman by a Job Corps Urban Center Director when designated by Job Corps Headquarters.

The committee supports the new guidelines and believes that greater efforts should be made, where appropriate and practical, to increase the dismissal authority of individual center directors.

In addition, Job Corps Center Directors have authority to remove a corpsman from the Center pending disciplinary action, where the Center Director determines that the corpsman's presence at the Center is likely to be injurious to himself or to others.

LEGAL REPRESENTATION

The committee understands that the Job Corps presently secures legal representation by private attorneys in the event that a Job Corpsman is charged with a criminal violation while he is enrolled in the Job Corps. Appropriate steps should be taken by OEO to assure that the legal services that may be needed in these cases are provided at the least possible cost to the taxpayer. Accordingly, it is expected that OEO will, where feasible and appropriate, secure such representation through the legal aid, public defender, or other similar system established for the purpose of representing indigent defenders in the community in which the Job Corps Center is located.

DRAFTEE TRAINING

The committee notes with approval the recent announcement by the Secretary of Defense of the establishment of a program to train, during fiscal year 1967, approximately 40,000 men who are currently

disqualified from military service. The committee is assured that the Defense Department's contemplated program will fulfill a need over and above that provided by the Job Corps and other poverty programs. The vast majority of youths who become qualified for military service and who would be eligible for the Defense Department's program would not ordinarily be taken into the Job Corps. The Job Corps enrolls youths beginning at 16. Seventy-eight percent of the Job Corps enrollees as of June 1966 were between the ages of 16 and 18 and hence not eligible for military service. In addition, the average reading ability of recent Job Corps enrollees is at the fourth-grade level, whereas all but a small percentage of those who will qualify under the Defense Department's standards score higher than the sixth-grade level.

SPECIAL EXPERIMENTAL PROJECTS

The committee believes that there is a need for youth employment and training projects that combine residential and work experience components. Accordingly, the committee adopted an amendment which would authorize the conduct of experimental projects involving the use of the resources or authority provided both under the Job Corps and the Neighborhood Youth Corps provisions of title I. These projects would be undertaken initially in a few selected communities. The Director would be required to report to Congress a full description of the actions taken and progress made under the committee amendment on or before March 1, 1968.

PART B—NEIGHBORHOOD YOUTH CORPS

The Neighborhood Youth Corps provides useful work experience for young men and women through participation in work-training programs in order to increase their employability or resume or continue their education.

During fiscal year 1966 the Neighborhood Youth Corps provided job opportunities for more than 375,000 disadvantaged youths between the ages of 16 and 21. Of this total 115,000 participated in the in-school Neighborhood Youth Corps program, 60,000 in the out-of-school program, and more than 200,000 were provided job opportunities in the summer program.

The committee believes that the success of this program as well as the widespread demand for its continuation and expansion warrants an increased authorization for fiscal year 1967 from \$300 million as contained in the bill as introduced to \$496 million.

This authorization would result in (1) an estimated 180,000, in-school opportunities during the current school year; (2) 180,000 summer jobs for disadvantaged youngsters; and (3) 85,000 12-month job opportunities for school dropouts in programs providing work experience training and education leading them to productive, full-time employment. This increased authorization will provide at least 91,000 more job opportunities than would be authorized at the administration's funding level. This will still not meet the demand for placement in the Neighborhood Youth Corps which exceeds by more than 300,000 the job opportunities made available under the committee's authorization.

The committee has reported a number of amendments to title I-B of the act designed to meet program needs identified during the first 1½ years of operation.

1. *Age, eligibility.*—Eligibility for participation in the Neighborhood Youth Corps in-school program has been broadened to include high-school-age youth. Testimony by school administrators and program directors made it clear that many decisions to drop out of school were reached before youth became 16 years of age. In a carefully controlled situation, work opportunities should be provided for youth who have entered the ninth grade of school so that intensive counseling and other services may be provided in order to head off the decision to leave school. Under the amendment, young boys and girls in high school will be eligible for the Neighborhood Youth Corps. In addition, dropouts returning to school who, because of having dropped out, might be enrolling in lower grades but are of high school age will be eligible for enrollment in the Neighborhood Youth Corps. A technical amendment makes it clear that, as in the case of Job Corps, youth need not be removed from the program when they reach their 21st birthday but may complete the normal term of enrollment as long as it was initiated prior to their 21st birthday.

2. *Work in private organizations.*—Another series of committee amendments authorizes Neighborhood Youth Corps enrollees to work on job stations in private industry under the same conditions which cover similar training under the Manpower Development Training Act. The purpose of the amendment is to authorize the Neighborhood Youth Corps to fill any gaps that may exist between on-the-job training made available through the Manpower Development Training Act, and the training needs of the Neighborhood Youth Corps enrollees. The committee expects that prime emphasis will be placed on moving eligible Neighborhood Youth Corps enrollees into training programs provided under the Manpower Development Training Act. This amendment, however, would authorize the Neighborhood Youth Corps, in close cooperation with other manpower agencies of the Department of Labor, to provide training stations in private industry when it is impossible or inappropriate to establish such stations under the Manpower Development Training Act.

3. *Participation of private organizations.*—The committee also adopted the series of amendments under title I-B which will permit private organizations to participate in the Neighborhood Youth Corps program. The purpose of these amendments is to authorize the Neighborhood Youth Corps to explore use of private organizations in order to determine the most efficient and effective methods of carrying out the work-training program.

NEW PART D—SPECIAL IMPACT PROGRAMS

The purpose of this part is to join the resources, expertise, and energy of American private enterprise with those of the public sector in a special attack on the problems of the Nation's urban areas having the largest concentrations of poverty. It is the feeling of the committee that these resources could be combined and more fully used in the solution of the unique problems of particularly severe poverty concentration, notably: unemployment and dependency on welfare,

breakdown of the social service system, and the physical deterioration of slum neighborhoods.

None of these problems can be attacked in isolated fashion; and it is increasingly clear that the resources of government alone are inadequate for the needed total approach. The program created by this part is therefore designed to employ the resources of the private sector—business, nonprofit groups, and the residents of poverty areas themselves—to supplement present government efforts.

The Director would contract with private enterprise, and with public or private nonprofit organizations, to employ and train unemployed and low-income residents of high-concentration of poverty areas in activities designed to improve the conditions of life in the neighborhoods in which they now live. Examples of projects which might be carried out under a coordinated community program are—

The provision of assistance to a light manufacturing company to establish a shop in the area, integrated with vocational courses in the local high school and with relevant public training programs;

A contract with a department or chain grocery store to establish a branch in the neighborhood as a demonstration store, which would at once employ residents as sales and management personnel, provide quality goods at competitive prices, and train residents to spend their money wisely;

A contract with a nonprofit agency which engages (or would engage) in the rehabilitation of housing for low-income families, under appropriate Federal or State authority, in which local residents would be employed under proper supervision and training to do the work of rehabilitation;

A contract with a private company to train local residents as supplementary tutors for young children, using advanced teaching aids.

It is expected that the Director will establish rules or regulations setting forth supplementary detailed criteria, particularly with respect to area eligibility, with a view to assuring that projects will be of sufficient size to have a major impact on local conditions in communities where the most acute and extensive problems exist.

It is hoped that this new program will encourage improved organization and coordination of local efforts to deal effectively with related problems of social development. Where feasible and appropriate, citywide plans for this purpose would be required. In any event, close coordination between activities under this part and community action programs must be maintained. The bill would direct the Director to establish whatever procedures or requirements may be necessary or appropriate to assure such coordination.

This new part should produce a four-pronged benefit. It will assist in the economic, social and physical rehabilitation of the area, thus making it more livable. It will train and employ its residents in new career-type jobs, and it will improve services to the poor. And, perhaps most important, American private enterprise will be given a chance to participate fully in the war on poverty.

The committee recognizes the need for experimentation and demonstration during the initial development of these special impact programs. Because of the size and complexity of the problem, it is vital for the success of the program that the full resources of both the De-

partment of Labor and OEO be joined at all stages in the implementation of this program. This authorization will provide for the establishment of selected programs, as a result of which the committee will have a sufficient basis to review this program next year to provide for such changes in emphasis as may be indicated.

Two such projects are now in operation. A project in Cincinnati, carried out with Department of Labor experimental and demonstration funds, in cooperation with local labor unions, is training unemployed people as they renovate a six-story building which will be occupied by the Neighborhood Youth Corps and their locally run work-training programs. In the Watts area of Los Angeles, a neighborhood health clinic is being constructed and will be operated by local residents under a research and demonstration grant from the Office of Economic Opportunity.

Projects and programs under this part would be undertaken in those urban areas of the nation having the largest concentrations of unemployed and low-income persons. Eligible areas are to be defined as communities or neighborhoods without regard to political subdivisions or boundaries. It is the intent of the committee to strike at the largest and most severe pockets of urban poverty in the nation, regardless of the size of the urban area itself.

Programs must be of sufficient size and scope to have an appreciable impact in arresting tendencies toward dependency, chronic unemployment, and rising community tensions. Thus, a single project which affected only a small percentage of the unemployed persons in a given neighborhood or community would not be eligible for assistance under this part, except as part of a program whose total impact on the community or neighborhood could be expected to be substantial.

TITLE II—URBAN AND RURAL COMMUNITY ACTION PROGRAMS

PART A—COMMUNITY ACTION PROGRAMS

Community action is potentially the most innovative, creative and imaginative aspect of the war on poverty, for it seeks to mobilize all the important resources of a community in a coordinated, concentrated effort to combat poverty through a variety of projects.

In community action programs, the network of ills that form the basis of the community's war on poverty—illiteracy, unemployment, poor health, dilapidated housing, to name a few—are countered by a varied network of individual programs such as remedial reading, job training, counselling, and homemakers services, vocational rehabilitation, job development, health and other family services.

The concept of community action requires sufficient flexibility of funding so as to enable communities to organize and implement anti-poverty programs tailored to their own needs and priorities. The success of a community action program depends upon the community's determination to mobilize its own public and private resources, to develop programs of sufficient scope and size so as to give promise of eliminating the causes of poverty, to involve the poor in the development and operation of programs, and to administer and coordinate such programs through public or private agencies or a combination of such agencies.

In the 2 short years since the inception of the war on poverty more than 700 local community action agencies have been put in operation, double the number in operation last year. These agencies have received more than 2,200 project grants. The beneficiaries of these projects number more than 4 million impoverished Americans.

The bill as introduced authorized \$944 million for title II. The committee bill would increase that authorization \$1,344 million. This increase of \$400 million will enable the expansion of several of the more promising, successful community action projects which are in acute demand across the country.

In the judgment of the committee, sufficient flexibility and versatility of funding must be provided to enable local community action agencies to choose from among a variety of programs those which are designed to meet the particular needs of each local community. Thus, the specific statutory earmarking of community action funds and the imposition of funding ceilings has been avoided.

The committee also believes that programs under the act should be carried out in such manner as to develop, to the maximum practicable extent, opportunity for the taking of responsibility, the practice of self-help and the development of responsible participation by low-income people. To this end the Director should encourage the development, where appropriate, of credit unions, cooperatives and similar type institutions that require the assumption of responsibility and the practice of mutual self-help for their success.

The committee recognizes the need for the mobile and nonresident poor to benefit from the OEO programs, and supports the provision of OEO funds and services in both rural and urban programs for this purpose.

This past summer the Office of Economic Opportunity, the Department of Labor, and the President's Council on Physical Fitness initiated Operation Champ, a demonstration program in recreation and physical fitness in 10 of the Nation's principal cities, including Baltimore, Chicago, Cleveland, Detroit, Houston, Los Angeles, New York, St. Louis, San Antonio, and Washington. Operation Champ was directed specifically into the disadvantaged areas of those cities where traditionally there has been a severe lack of organized recreation or other related educational programs during the summer months. It is estimated that the program served more than 150,000 youngsters.

The community action program provided \$1 million in general administrative funds and the Neighborhood Youth Corps allocated \$1,500,000 to provide 250 Neighborhood Youth Corps enrollees for each of the 10 city projects. The President's Council on Physical Fitness provided general supervisory assistance to the local project directors and recruited a number of national athletes to visit and participate in the local programs.

The committee is impressed by the extent to which the program actually did reach disadvantaged young people. In many instances, this was the first organized activity of this type ever to take place in these impoverished neighborhoods. It is the hope of the committee that Operation Champ will be expanded next summer so that more cities can participate and so that more young people can be involved in each city. The funds for this program can be made available through Title II of the Economic Opportunity Act and especially through the expanded resources of the Neighborhood Youth Corps.

The supervisory and work experience offered to the Neighborhood Youth Corps enrollees are especially valuable and every effort should be made to expand these next summer. The President's Council on Physical Fitness should also be available to offer advice and assistance to the local project directors and to recruit and involve leading sports figures.

CRITERIA FOR COMMUNITY ACTION PROGRAMS

The bill would provide the Director with more specific authority to prescribe and enforce requirements for local community action programs on matters relating to fiscal procedures, evaluation and audit, the preclusion of partisan political activities, and personnel standards. The committee believes that each of these areas is important to the success of community action and that statutory authority is desirable in view of the sensitivity of some local communities to such administrative procedures.

REPRESENTATION ON COMMUNITY ACTION BOARD

The committee has included in the bill an amendment under which the Director must require local community action agencies to establish procedures by which representative groups of the poor, such as minority groups, the elderly, or rural residents, may seek representation on the policy boards of these agencies through a petition mechanism.

Section 202(a) of the present act provides that community action projects must be administered with the maximum feasible participation by the residents of the areas and members of the groups being served. The diversity of communities served by the community action program dictates a flexible approach in effectively fulfilling this requirement in relation to community action agency boards. But, even with the most skillfully drawn representation plans, it is impossible to insure that all interested groups in the poor community which warrant a voice on the board are adequately represented. It is not until a community action program is in operation that many interests in the poor community can be identified. Presently no procedure exists for a group which finds that its special problems are not being adequately dealt with by the existing board to obtain representation after the board has initially been constituted. Under the amendment, community action agencies will be required to establish procedures to allow groups with some common characteristic or interest in the benefits of the poverty program to seek representation on a board which they do not feel adequately represents those interests.

WORK TRAINING AND EMPLOYMENT PROGRAMS FOR ADULTS

In an effort to meet the needs for constructive employment and work activity for chronically unemployed and poor adults, authorization was provided by the 1965 amendments to the Economic Opportunity Act for special programs directed to meet these needs. These programs have successfully provided employment opportunities in fields such as conservation, the development of national resources, the upgrading of recreational areas and beautification of parks and highways and other lands. The committee notes with approval that the Office of Economic Opportunity contemplates the allocation of ap-

proximately \$75 million for the continuation and expansion of these successful programs.

The committee believes that many more job opportunities can and should be provided for unemployed poor adults and low-income persons in fields such as health, education, welfare, neighborhood redevelopment and public safety. Accordingly, the committee adopted an amendment which would authorize the conduct of adult work training and employment programs involving activities designed to improve the physical, social, economic, or cultural condition of the community or area to be served in these fields. The potential for employment at subprofessional and semiprofessional levels in these fields has been estimated to exceed 4 million job opportunities. The committee's recommended allocation of \$75 million for programs under this amendment would provide jobs, training and supportive services for approximately 20,000 people which is but a modest beginning in terms of the demonstrated need for such programs.

In most projects it is expected that the emphasis will be on training of unemployed and underemployed persons who are poor and their entry into new career-type subprofessional jobs in public service programs, the cost of which will eventually be undertaken by the employing agency. By relieving professionals of administrative and non-professional chores their effectiveness will be maximized and expanded, and services to the poor will be made more responsive to their needs.

The use of trained, nonprofessional members of the poor community to bridge the gap between the professionals whose role is to serve the poor and the poor who require service has proven to be very valuable. This gives added self-help incentive to the poor and establishes an area of mutual understanding which speeds and enhances services.

Examples of the general job classifications within these services are health aids, school and day care aids, social service aids, community redevelopment aids including housing redevelopment, police and fire protection aids.

Prejob training, counseling, and other supportive services should be made available to the trainee before entry into jobs and necessary supportive services should be continued as a part of the total employment training program.

Projects should be designed to encourage employers in the public sector and the public and private organizations serving them, such as civil service bodies, unions, and professional societies, to create or support permanent positions without Federal support for subprofessionals trained under this program.

It has been estimated that in order to release professionals in these areas to perform almost wholly at a professional level, at least half a million nonprofessionals are now needed. This program will begin to make contributions to training this large group of needed subprofessionals. It will set up models that will encourage other public and private agencies to establish similar subprofessional categories.

ALLOWANCES TO NEIGHBORHOOD COUNCIL MEMBERS

The reported bill would authorize the director to make grants for the payment of a reasonable allowance to those members of local neighborhood community action councils who are poor, in order to insure

and encourage their participation in the development, conduct and administration of community action projects at the local level in their capacity as members of such committees. The committee believes that incentives must be provided for those who have only their volunteer time to give on such boards. Such council members would also be reimbursed for their necessary out-of-pocket expenses. These expenses might include the expenses of baby-sitting and other necessary household services as well as travel and meals, if they are necessarily incurred in connection with a member's attendance at community action council meetings.

No such payments would be permitted to any person who is a Federal employee or an employee of a community action agency.

FAMILY PLANNING SERVICES

The committee is encouraged by the leading role which OEO has taken in extending assistance to local community action agencies for family planning services. The poor have an equal right to the information and medical supplies which are presently available to all other Americans. While OEO is to be commended for its pioneering efforts in this field, it has also been subject to criticism for its unduly restrictive regulation which prohibits the expenditure of Federal funds for the dissemination of medical supplies to unmarried women and married women not living with their husbands.

The committee amended the act to require that the eligibility of poor individuals otherwise eligible for assistance under title II(A), for family planning assistance, including information, be left entirely to the discretion of the local community action agency. The amendment would also prohibit the giving of any information, medical supervision or supplies to any individual who declares such services to be inconsistent with his or her moral, philosophical or religious beliefs.

ADULT BASIC EDUCATION PROHIBITION

In order to minimize the possibility of duplication and overlap between the community action programs authorized under title II, part A of the Economic Opportunity Act, and the adult basic education program authorized under part B of that title, the committee has included in the bill a provision which would preclude use of community action program funds for adult basic education programs as described in part B.

PERSONNEL ASSISTANCE AND TRAINING

The bill expands OED's authority to provide technical assistance by permitting special assignments of Federal personnel to local community action or State technical assistance agencies. Some communities, particularly in low-income rural areas, have a need for guidance and technical expertise that cannot be met through normal avenues of advice or brief visits of Federal or State technical assistance personnel. The amendment would permit highly qualified persons to work with some of these communities having especially difficult problems over more extended periods, while retaining their regular employment status.

It is not desirable, of course, that communities become too dependent upon this kind of special assistance which, however helpful it may be in getting programs going or over difficult hurdles, should not be allowed to become a substitute for local responsibility. Accordingly, no more than 100 persons could be hired for this purpose or could be on special assignment at any one time, and no such assignment could be for more than 2 years.

The committee adopted an amendment to consolidate into one section the provisions of sections 206 and 207 of the Act which authorize training for persons engaged in activities pertaining to community action programs.

Under the existing provisions, a limited training authority is provided in section 206 and a broader training authority is provided in section 207. Section 206 provides for training "for specialized personnel needed to develop, conduct, or administer" community action programs "or to provide services or other assistance thereunder". Section 207 provides for training "pertaining to the purposes of this part." This double authority has been the source of some confusion. There is little logical connection between "training" and the "research" and "demonstration" activities which are also covered under section 207. The committee amendment would correct this technical deficiency in the statute by placing the training authority related to community action in a single section.

RURAL POVERTY—INDEPENDENT FUNDING

After careful consideration of the nature and scope of program activity in rural areas, the committee has determined that the congressional intent respecting rural poverty has not been adequately implemented. The committee's information indicates that in fiscal year 1966 the Nation's rural poor, though comprising 43 percent of the total poverty population, received only 15.5 percent of all community action funds. This allocation is grossly disproportionate to the magnitude of rural poverty, and falls far short of an equitable distribution of CAP funds. In the judgment of the committee, prompt, practical attention and positive programs are required, beginning this fiscal year, with the objective of bringing about the earliest possible alleviation of this situation. In this connection the committee expressly calls attention to a previously enacted statutory directive on this subject. Section 617 of the Economic Opportunity Act of 1964, as amended, 89th Congress, 1st session, reads as follows:

The Director shall adopt appropriate administrative measures to assure benefits of this action will be distributed equitably between residents of rural and urban areas.

Taking further cognizance of the need to apply more resources to the problem of rural poverty, the committee unanimously approved, as part of a revised section 211 of the act, an amendment requiring the Director to make grants to, or contract with independently funded public and private nonprofit organizations in predominantly rural areas where it is not feasible within a reasonable period of time to establish community action agencies.

This amendment is designed to assure that careful attention is paid to the desirability and necessity of funding programs sponsored by

independently funded agencies in rural areas where community action programs are not in effect.

In developing policies and programs giving increased attention and emphasis to rural poverty, the Director is urged to initiate a varied and imaginative approach. For example, encouragement might be given to existing community action agencies, where feasible, to expand their geographical boundaries to include poverty-stricken rural areas. In addition, there could be an active program to provide technical assistance to rural areas where community action agencies do not exist. This program should include sufficient personnel to stay on the job with the residents of the area until a viable community action agency is formed. The Director is encouraged to provide such technical assistance under contract to outside private corporations if he determines that this is the most feasible approach.

A further amendment to section 211 would provide for the independent funding of a public or nonprofit agency where the Director determines that an independently funded program may help ease conflict or provide more operating efficiency or be more economical. Such funding would be authorized only where the agency involved operates programs of a limited scope and does not have broad comprehensive community representation on its policymaking board.

The committee also has given the Director authority to contract with independent public or private nonprofit agencies for the conduct of projects which are of a regional nature where such projects can be operated more efficiently as regional projects.

COMPREHENSIVE HEALTH SERVICES

Ill health and poverty reinforce each other. The poor live in conditions which assault physical and mental health: malnutrition, crowded and unclean housing, substandard heating and sanitary facilities, poor personal hygiene. Illness generated by these conditions prevents or handicaps many of the poor from making use of the educational, training, and employment opportunities which could lift them out of poverty. The limitations this imposes on the poor are compounded for the children of the poor.

Differential rates of disease, disability and premature death between the poor and the rest of the population are the result, at least in part, of the inadequate health services received by the poor. We have found that for the poor, health care is emergency care. Health is not a continuous and integral part of their life. Moreover, the care they have received has typically been devoid of a patient-physician relationship. They seldom see the same physician twice and there is little recognition of the total health needs of a family. Health services for the poor are usually rendered in depressing physical surroundings, far from home or place of work, marked by hours of waiting and devoid of concern for the patient's privacy and dignity. This situation is aggravated by the fact that medical care programs for the poor are fragmented and complex and discourage the patient who suffers basic education and cultural impediments.

OEO has inserted health components into its major programs. This involves the buying of health services in each community, for each program. Examinations, prescription for care, and followup is attempted where possible. The committee expects these health pro-

grams to continue. But experience has shown that the quality of the services rendered depends on the community and the medical resources available. The recipients of the service are only the poor in the specific programs and they are eligible only while in OEO programs. The Office of Economic Opportunity has also attempted new approaches to health care for the poor. Instead of simply buying whatever services can be found, efforts are made to organize all of the health services needed for a community in a coherent, efficient, and personalized fashion, and "deliver" them to the poor. This is the Comprehensive Neighborhood Health Center.

The Neighborhood Health Center has proven to be a highly successful device in delivering effective health service to the poor. Three health centers are currently functioning in three cities: Boston, Denver, Colo., and New York City. Five others have been funded and will be in operation shortly: two in Chicago, one in the Watts section of Los Angeles, one in the Bronx, and one in Bolivar County, Miss. Under one roof in one neighborhood a comprehensive health center provides the broadest possible scope of ambulatory health services for the poor. The Neighborhood Health Center is creating an altogether new relationship between the provider and recipient of health services, making services truly responsive to the neighborhood's needs. These centers provide a continuous doctor-patient relationship, in a place that is accessible to those being served by the center, and in a climate of dignity. The health centers coordinate their activities with all other neighborhood resources and with all other existing publicly financed health services in the community. The centers are staffed and operated by professional persons under the auspices of medical schools, teaching hospitals, public health departments, or similar agencies, depending upon the community resources.

The people who live in the neighborhood served by the health center are actively and continuously involved in its operation through neighborhood health councils, or as employees in nonprofessional staff positions such as community health workers, clinic aids, interpreters, receptionists, data collectors, and home health aids.

Under an amendment to title II of the Economic Opportunity Act offered by Senator Edward Kennedy, of Massachusetts, OEO will be able to build on and expand these early demonstration efforts.

The committee has authorized \$100 million during the first year to support approximately 50 neighborhood health centers or similar neighborhood-based, family oriented, comprehensive health service programs.

Agencies eligible to receive grants and contracts under this section include community action agencies, medical schools, hospitals, official health agencies, group practice organizations and group practice prepayment plans, community or neighborhood health councils, and other public or private nonprofit agencies.

Funds should be made available for comprehensive health and related services, including the employment of professional and non-professional personnel; supplies such as drugs; the rental or other equivalent, acquisition and renovation or provision for other steps necessary to make available or improve an appropriate physical facility; permanent equipment; the training of personnel including non-professionals in new health roles; expenses incident to the participation of neighborhood residents in policymaking; costs of reporting on and

evaluation of the operation of the program; necessary planning and preparatory activities; technical assistance; and expenses related to the foregoing.

The committee considers comprehensive health services in the context of the amendment to include preventive health services, screening and diagnostic services, arrangements for institutional care (the actual cost of institutional care is not to be financed under the provisions of this section except in highly unusual circumstances), home care, casefinding, and other outreach services, rehabilitation, dental care, mental health services, drugs and appliances, personal and community health education, social services, family planning, and other health-related services.

To the extent consistent with the goal of comprehensive, neighborhood-based, family oriented care, rendered under circumstances responsive to the needs and wishes of those being served, and planned and operated with the participation of those being served—OEO should pay only for such services for which support is not available from other sources. Such other sources include State and local welfare medical care payments, Federal project grants for health services, and other health programs serving the neighborhood population. Under the provisions of the new section, agencies which are providing or paying for health services to or on behalf of the population to be served by the comprehensive neighborhood health services program, will be provided with whatever assistance is necessary or appropriate to enable them to participate in the comprehensive program, both at its inception and in the continued operation of the program.

Whether the neighborhood health center program will realize its promise of bringing together comprehensive health services to the poor in a more coherent and rational manner at the point where they reach the individual family, depends in large part on successful interagency cooperation. Only with a high degree of such cooperation on the Federal, State, and local level, will this program overcome many of the barriers that keep the poor from needed care—barriers which include the traditional separation of publicly supported preventive services from curative services, the complicated and differential eligibility requirements under different public programs, and the necessity to seek care from many separate and uncoordinated sources.

The neighborhood health center development seems particularly hopeful to the committee in relation to the use of funds under State programs implementing title XIX of the Social Security Amendments of 1965, and to various programs supported by the Children's Bureau. The neighborhood health center can provide a setting in which welfare vendor payments can be made with the assurance that the poor are purchasing effective care, and through which programs designed to support services for pregnant women, infants, and children can become part of a broader program of comprehensive and continuing family care. The integration of funds and services—regardless of the governmental agency from which the funds to support health services may come—to form a comprehensive, and integrated approach whereby health services reach the individual or family for whom they are intended, is an excellent example of governmental cooperation and essential to the success of this program. We strongly urge all of the Federal agencies involved, including various agencies of the Department of Health, Education, and Welfare, the Department of Housing and

Urban Development, and the Office of Economic Opportunity, to continue to devote whatever energy or effort is required to achieve this end. The committee will expect the report submitted under subsection (c) of the amendment to contain a detailed description and analysis of the operation of this aspect of the program.

The committee recognizes the need for a high caliber of administrative and technical competence to undertake this program. OEO is urged to expand its existing competence in this field through additions to its professional staff and its professional consultants, and to continue its effective programmatic liaison activities with the Department of Health, Education, and Welfare.

Finally, the committee anticipates that the reporting requirements and objective studies called for in this Section will be carried out in sufficient depth and detail that the Congress will be assisted in future efforts to eradicate ill health as a factor contributing to poverty.

PART B—ADULT BASIC EDUCATION

The bill as introduced contained a number of modifications of the adult basic education program. The committee amended the bill so as to delete these provisions in view of the fact that pending amendments to the Elementary and Secondary Education Act would transfer this program from the Office of Economic Opportunity to the Department of Health, Education, and Welfare, where it has, since its inception, been operated and administered under authority delegated by the Director.

Appropriate provisions are contained in the pending Elementary and Secondary Education Act amendments modifying the substantive provisions of the adult basic education program.

TITLE III—SPECIAL PROGRAMS TO COMBAT POVERTY IN RURAL AREAS

The bill would authorize a total of \$65 million for fiscal year 1967 to carry out the programs under parts A and B of title III. Of this amount, the committee understands that the Office of Economic Opportunity plans to allocate \$28 million for the rural loan farm program and \$37 million for migrant and seasonal agricultural workers assistance.

PART A—LOAN AUTHORITY

The bill raises the limit on loans to low-income rural families from \$2,500 to \$3,500, and permits qualified families to obtain credit under the program so long as their outstanding indebtedness does not exceed the larger amount.

Experience under the original provision has shown that \$2,500 in the aggregate is not always adequate to effect a permanent increase in the income of a family sufficient to enable it to emerge from poverty. Moreover, because of this limitation, it has sometimes been necessary to reject loan applications altogether when it was obvious that \$2,500 would not adequately finance initial operations or permit an enterprise to be established on a profitable basis.

The present loan limit also prevents the extending of additional financing to strengthen small enterprises in the critical first year or two of development when the borrower has been diligent enough to

make partial or total repayment. The amendment will be particularly helpful in enabling the individual loan program to serve more effectively the rural nonfarm poor, who make up the majority of the rural poverty population.

The bill also adds a further exception to the prohibition in section 305(f) against the providing of financial or other assistance under the rural loan program to corporations or cooperative organizations engaged in the production of agricultural commodities or manufacturing. It excepts from this prohibition a cooperative organization formed by and consisting of members of an Indian tribe engaged in these activities on an Indian reservation. As provided for in this amendment, the exception would also apply to a cooperative organization formed by and consisting of members of an Indian tribe with whom the special Federal relationship with Indians has been terminated, if the organization carries out these activities on the tribe's former reservation. The committee intends, insofar as this exception is concerned, to include corporations within the term "cooperative organizations," so long as their stock is tribally owned.

The committee believes that this exception is warranted due to the fact that Indians with their tribal societies have traditionally manifested a propensity toward the cooperative approach in living which far exceeds the cooperative inclinations of non-Indian peoples. Moreover, the basic resource of many Indian reservations is their agricultural and potential agricultural lands, which are held in large measure by the tribes and thereby lend themselves to cooperative development.

PART B—MIGRATORY AND SEASONAL FARMWORKERS

The committee has determined that inadequate attention has been given to the development of permanent housing for migratory and seasonal farmworkers who do not have adequate financial resources to obtain loans for homes through other public and private agencies. In such cases the committee believes that some financial assistance through title III-B should be provided to such farmworkers to enable them to qualify for sufficient Farmers Home Administration loans or other loans.

For example, a nonprofit corporation in California (Self-Help Enterprises, Inc.) which is assisting in the erection of ownership housing for seasonal farmworkers, has discovered that some of the workers, although gainfully employed, have a repayment expectation under Farmers Home Administration criteria to qualify for a \$5,500 loan when in fact they need a \$7,000 loan to acquire the land and construction materials to become a home owner. In such a case, the director is authorized to make a grant to the worker to attain the needed \$7,000. The grant would not be made directly to the worker, but rather would be deposited in a building account supervised by the FHA. The committee expects that such grants should not exceed \$1,500 for any individual.

PART C—INDEMNITY PAYMENTS TO DAIRY FARMERS

The committee amended section 331(c) of the act to extend the authority granted under that section for the making of indemnity

payments to dairy farmers from its present expiration date of June 30, 1966, to June 30, 1967.

TITLE IV—GRANT SUPPORT—SMALL BUSINESS LOAN PROGRAM

The bill authorizes \$5 million for the provision of financial assistance to public or nonprofit agencies, principally small business development centers, to enable such agencies to provide screening, counseling, management guidance or similar assistance in connection with small business loans. Funds for this purpose have been provided in the past through grants under the community action program. This has resulted in some diffusion of administrative responsibility, since the grant support operations are closely tied to the loanmaking and servicing responsibilities of the Small Business Administration. The amendment is designed to facilitate a consolidation in SBA of operating responsibility for both the grant and loan phases of this program. Close coordination with community action agencies is expected to be maintained.

TITLE V—WORK EXPERIENCE AND TRAINING

The bill would authorize \$160 million for the carrying out of programs under the work experience provisions of title V.

TITLE VI—ADMINISTRATION AND COORDINATION

The bill would authorize \$17 million for the carrying out of title VI.

ASSISTANT DIRECTOR FOR ELDERLY POOR

Section 610 of the Economic Opportunity Act now asserts it to be the specific intention of the Congress that whenever feasible the special problems of the elderly poor shall be considered in the development, conduct, and administration of programs under the act. Despite this congressional mandate the committee has found that the needs of the older poor person have not been appropriately considered in the development, conduct, and administration of programs under the Economic Opportunity Act. This finding was reinforced by the many hearings of the Senate Special Committee on Aging and subsequent testimony to this committee by the Aging Committee's Chairman. Accordingly, the committee believes that the plight of this segment of the Nation's poor is sufficiently critical to require a more affirmative legislative approach than a simple expression of congressional intent.

There is no doubt that a major part of our antipoverty program must necessarily be focused on breaking the cycle of poverty at its most vulnerable point—our Nation's poor youth. However, we cannot ignore the fact that there are 5.4 million aged poor—representing one-sixth of the total poor in our country. Even more important is the fact that one-third of all poor families are headed by persons 55 years of age or older. We must do more to assist these older Americans if we are to be successful with the young.

In order to assure that the high priority specifically called for by the Congress will be given to the problems of the elderly impoverished in the future, the committee has approved two amendments to the act.

The first amends section 601(a) of the act to provide for an additional Assistant Director in the Office of Economic Opportunity to be appointed by the President with the consent of the Senate. The committee intends that this official will assist the Director with problems of the elderly poor, particularly with respect to the development of new programs and the coordination of programs relating to the needs of the elderly. It is also the committee's intention that this Assistant Director be provided with staff at the policy level, community action program level as well as in the regional offices, and with funds sufficient to carry out his responsibilities under the act. The funds provided for this purpose should be no less than the amount of \$50 million allocated to elderly problems in the last fiscal year as testified to by the Director.

The second amendment adopted by the committee adds language to section 610 requiring the Director to carry out such investigations and studies, including consultations with appropriate agencies and organizations as may be necessary, to develop programs under the act which provide employment opportunities, public service opportunities, and education for the elderly poor. This specific mandate to the Director is in keeping with the President's recent statement of concern for problems of the elderly poor commonly known as the bill of rights for the elderly. He is also required to determine and recommend to the President and the Congress programs requiring additional authority and implementing legislation.

It is the committee's hope that this question of specific inclusion of the elderly poor in programs developed in the war on poverty will not continue to be a matter of contention requiring additional congressional mandates each year.

The committee suggests that consideration be given to the development of programs to better utilize the many free hours of retired persons. One of the greatest problems which many older people face is simply what to do, where to go, how to utilize the skills learned through years of work, and basically the need for an opportunity to meet other individuals.

In the light of these "social" needs, it is suggested that the Office of Economic Opportunity investigate the feasibility of establishing centers in areas where there are large concentrations of the elderly. These centers could be inexpensive pavilions, heated in the winter, cooled in the summer.

Recreational materials and facilities such as chess and checker sets, horseshoe pits, bowling greens, small workshops, and sewing machines, would be available. Both the need for recreation and the need to be creative would be served. VISTA volunteers could be assigned to the established centers. These volunteers could assist in all phases of operation. The ultimate aim, however, would be to establish a place for the elderly to go, a place of his own, where he could enjoy his many free hours.

LIAISON BETWEEN AGENCIES

This amendment is designed to insure that all of the programs authorized by the act, whether emanating from the Office of Economic Opportunity itself, or delegated to another Federal agency, are oper-

ating as one in a single concerted, intermingled attack on the myriad problems of poverty.

The committee developed information which demonstrated that on both the regional and State levels staff personnel responsible for one area of activity under the act were unaware of what their counterparts operating other activities were doing. There appeared to be no single focal point in the field where the various programs under the act were coordinated. This situation if allowed to continue will not permit full achievement of the objectives sought.

The amendment calls for the establishment of close liaison between all concerned agencies at all levels, and provides that such liaison shall include the supplying, at all levels, to the Office of Economic Opportunity operational information by the agencies operating delegated programs.

It is felt that establishment of such procedures will allow for useful interchange of ideas, greater coordination of programs, and ultimately full implementation of the act.

POLITICAL ACTIVITIES

Last year, the amendments to the Economic Opportunity Act reported by the committee and passed by the Senate included a provision which would have applied Hatch Act restrictions to various local agency employees engaged in community action activities. That provision, however, was not included in the Economic Opportunity Amendments of 1965 as finally enacted. The committee continues to believe that a provision of this kind is needed, and one has accordingly been included in the bill.

The amendment would extend the Hatch Act provisions so that they cover employees of the local community action agencies. These agencies have overall responsibility for local programs and also operate many kinds of projects directly. Although all such agencies have a similar function and generally common structure, many are organized technically as private nonprofit organizations and thus are not now subject to the Hatch Act which applies only to public bodies.

Because it applies the regular Hatch Act provisions which reach all employees of a covered agency who have duties connected with a given program, regardless of salary source, the amendment is broader than the one approved last year which would have reached only those whose salary was paid in principal part from title II-A funds. It covers people who may in fact have a substantial or even critical role to play in the administration of this federally assisted program, but whose pay may be largely from non-Federal sources, whose services may be contributed as non-Federal share, or whose compensation may not be reflected at all in the federally approved program budget. Top personnel are particularly apt to fall into one of these categories, and the committee believes it necessary that they be covered, as in the case of public bodies now under the Hatch Act, so as to avoid leaving a gap at a point where violations are most apt to have serious or far-reaching consequences.

While most community action funds are granted through newly created community action agencies, and while these new agencies operate projects themselves, many projects are operated by delegation through other public and private nonprofit agencies in the community.

These agencies may also receive direct, or single-purpose grants, for specific projects, as in the operation of a local Headstart program. The committee does not believe that there is any clear need for extending all of the Hatch Act limitations, including those relating to "private" and "off-duty" activities, to employees of private agencies, including many long-established religious, charitable, and welfare agencies, which participate in the program only with respect to projects of limited scope that may be little more than an extension of their regular activities. Such coverage may, moreover, involve a constitutional issue not presented in the case of the umbrella agencies which are both new and clearly quasi-public in character. The committee does believe, however, that even employees of delegate and single-purpose agencies should be subject to certain basic statutory restrictions. Accordingly, the amendment would apply to them the Hatch Act prohibitions against soliciting political funds from other employees and, most important from the standpoint of any authority they may have over program beneficiaries, the prohibition against use of official authority or position to interfere in any election or nomination. As in the case of the umbrella agencies, all employees of delegate or single-purpose agencies would be subject to these prohibition if they have duties connected with the federally assisted program, regardless of whether their salary is paid from Federal funds or whether it is reflected in the federally approved program budget.

In addition to community action, the amendment would extend the solicitation of funds and use of official position restrictions to employees of agencies administering other programs under the act for which the Director is responsible. Agencies affected which are not already covered under a statutory prohibition or specifically exempt under the Hatch Act could include private organizations administering Neighborhood Youth Corps projects for out-of-school youths or migrant and seasonal agricultural workers programs under title III-B of the act. Also, the amendment confers upon the Director certain rulemaking powers, to be exercised after consultation with the Civil Service Commission. This authority would supplement the statutory prohibitions. It would, for example, provide a basis under which the Director could order program changes in cases where violations had been found and impose other requirements directly upon grantees supplementing those which the amendment would apply to employees of grantee agencies.

The committee wishes to point out that the subject matter with which the amendment deals is complex. An amendment which covers one situation where there might be some possibility of abuse is likely to cover a good many others where the risk is very small and do so, moreover, in a way that may open the entire provision to legal challenge. The committee considers that the amendment in the bill presents a reasonable and workable adjustment of the competing considerations.

The committee also wishes to point out that under the Hatch Act questions involving referendums, the approval of municipal ordinances and the like are specifically exempt. The amendment would continue this rule, thus leaving open a wide variety of activities which are by any standard wholly legitimate ways of voicing opinions upon local conditions and issues. It may be that in some cases or some situations local agencies would be well advised to exercise or caution restraint where a statutory restriction that would preclude people from effectively expressing views on a host of local problems, directly af-

fecting the interests of the poor, would not only involve an infringement of basic constitutional rights but be inconsistent with objectives which the war on poverty would design to achieve.

NATIONAL ADVISORY COUNCIL

The bill would amend section 605 of the act to reorganize the National Advisory Council and to broaden its responsibilities.

Like its predecessor, the new advisory group (to be known as the National Advisory Council on Economic Opportunity) would function as an organization within the Office of Economic Opportunity. However, this group (of which the Director would be an *ex officio* member) would no longer serve exclusively as a source of advice for the Director. Appointed by the President, the new Council is expected to provide a conscientious, critical overview of the entire anti-poverty program. It would advise the Director of policy matters, review the effectiveness and operation of Economic Opportunity Act programs, and make recommendations concerning their improvement, the elimination of duplicative effort, and the coordination of such programs with other Federal programs designed to assist low-income individuals and families. The Council's recommendations would include such changes in the act as it might deem appropriate.

The Council would consist of 21 members (in addition to the Director) representative of the public and of appropriate fields of endeavor related to the purposes of the act. Its Chairman would be designated by the President from among its members. The Council would be required to submit a report of its findings and recommendations to the President not later than March 31 of each calendar year, and he would then transmit the report to the Congress together with his comments and recommendations.

In thus revising the structure and functions of the National Advisory Council, the committee intends that this body be fully empowered to render an independent, objective review of the war on poverty to the Director, the President, and, through Congress, to the American people.

The committee believes that such a group can provide valuable assistance to the President and to the Congress in maintaining a continuing review of the conduct of the war on poverty. Both the President and Congress, having the benefit of the Council's reports, would be in a better position to evaluate the progress being made in that war and to determine whether legislative and other improvements are needed from time to time.

LIMITATION ON SALARIES—LISTING OF CERTAIN EMPLOYEES

The bill would add to the Economic Opportunity Act a new section 610-1 which is designed to prevent the payment of excessive salaries to personnel employed in carrying out the Job Corps, Neighborhood Youth Corps, community action, and migrant programs.

The amendment reflects the committee's concern over charges that unjustifiably high salaries are being paid in some local programs and in Job Corps centers. Effective and well-managed programs, of course, require competent personnel. There is, nevertheless, a risk of undue generosity in programs involving the use of Federal funds, particularly where new agencies and programs are being created and where an effort

is being made to staff quickly. It is important under such circumstances to take necessary precautions to prevent the use of Federal funds to support an inflated salary schedule.

This section requires the Director to prescribe rules and regulations to assure that funds paid pursuant to any grant, contract, or agreement authorized in connection with these programs will not be used to pay any part of the salary of an officer or employee engaged in conducting or administering such programs which are in excess of the rates of compensation paid for comparable work in the area or locality in which the assisted program activities are carried out. Authority is granted to the Director to authorize exceptions to this salary limitation only in situations in which he finds such action is necessary because of unusual conditions of employment or because the duties involved in a particular job are such as to require the payment of a higher salary in order to attract qualified personnel.

As a further deterrent to the payment of excessive salaries, and to provide the Congress with basic data needed to measure the success and impact of the salary limitations, the committee has incorporated in this new section a special reporting provision. This will require that not later than 60 days after the close of each fiscal year, the Director shall submit to the President for submission to the Congress a list of the names of all officers and employees subject to the salary limitations and who were receiving at the end of such fiscal year a salary of \$10,000 or more per year. This list is to include a statement of the amount of compensation paid to each such person and the amount of compensation paid from funds advanced or granted pursuant to the Economic Opportunity Act. The section also prohibits the making of grants, contracts, or agreements which do not contain adequate provisions to assure the furnishing of this information.

COORDINATION OF GOVERNMENT TRAINING PROGRAMS

The committee added a new section 618 designed to encourage greater coordination of Government efforts in the field of manpower training. The physical location of the relevant employment service office and of other public and private organizations engaged in manpower development and training activities at the local level should, insofar as practical, be arranged to facilitate the policy of this new section.

PRIVATE ENTERPRISE PARTICIPATION

The committee added a new section designed to insure that the talents and resources of the private sector are brought into play to the maximum feasible extent in support of and in participation in the antipoverty effort. The Director and the heads of other Federal departments and agencies to which the conduct of programs described in the act have been delegated, should take all desirable steps to increase that participation, including, but not limited to, the sending of information to community action agencies and to neighborhood organizations informing them of the authority and opportunities for using private proprietary organizations on a contract basis and including where possible examples of such contracts. He should also take steps to inform appropriate private organizations of the opportunities for participation in the programs described in the act, including examples and suggestions for such participation. He and the other

agency heads involved are to report on their efforts and progress in this area at least annually to the Congress.

In support of this section several other changes have been made in the act to facilitate and authorize contracts with private organizations in connection with the programs described in the act. Where new authority has been granted to allow contracts with private organizations, it is expected that the agencies involved will need some time to determine where such contracts may be appropriate and to experiment with their use. The committee in no way intends that these new provisions should require any agency to review or change its existing arrangements with public and private nonprofit organizations, where such arrangements have proved satisfactory. With respect to title II-A, it is the understanding of this committee that although a community action agency cannot be a private proprietary organization, since these agencies are designed to include broad community representation, such agencies and neighborhood organizations have the needed authority to enter into contracts with such private organizations to develop, administer or conduct a component program or any part thereof.

TITLE VIII—VOLUNTEERS IN SERVICE TO AMERICA

The bill would add to the Economic Opportunity Act a new title VIII for an enlarged VISTA program, with new and substantial improvements in VISTA's statutory authority.

The VISTA program now operates under a single section of title VI, which relates generally to administration and coordination of all poverty programs. The new title would recognize the status of VISTA as a separate and successful program and the significant role with which VISTA is charged.

During the past year the VISTA program has matured into a proven and increasingly important force in the war on poverty. In hundreds of isolated and dispirited communities across the Nation, VISTA volunteers live side by side with those they serve. The rigor of their subsistence, their dedication, and the effectiveness of their activities have earned them the respect, confidence, and cooperation of individuals and entire communities. VISTA volunteers have in fact become, in many places and in many ways, the effective vanguard of the war on poverty.

The bill authorizes the appropriation of \$31 million for the VISTA program. The committee believes that this increase, combined with the use of local resources by project sponsors, should permit a notable expansion of a balanced and economical VISTA program. The sum authorized should permit VISTA to reach the poorest communities of America including American Indian reservations at a level commensurate with the proportion which the Indian population bases to the total poor population of the country, and to continue to provide those project sponsors with limited resources, but great potential for helping the poor, with funds necessary to assist them in the supervision and maintenance of the project.

Under no circumstances is the increased authorization to be considered a substitute for funding of the Teacher Corps.

Finally, the sum provided should further the effort of VISTA to use volunteer services in a variety of new projects which build upon the experience of the present VISTA program.

Two changes are made in the substance of the VISTA authority.

First, section 803 would authorize the Director to pay a stipend not to exceed \$100 a month to a limited number of volunteer leaders. At present the stipend for all volunteers is \$50 a month. Volunteer leaders will normally be selected from the ranks of volunteers who have successfully completed the first year of service and have demonstrated exceptional leadership qualities. They will continue to live and work among the poor and receive the same minimal subsistence allowance as all other volunteers in VISTA. The additional stipend is designed to recognize the experience, outstanding ability and responsibility of these volunteers on whom the extra burdens of leadership are placed, and to encourage exceptionally qualified volunteers to assume these added responsibilities.

The second change is contained in section 805, which provides for special volunteer programs in furtherance of the purposes of the title. This section would authorize or facilitate new programs of volunteer service that build upon the experience of the present VISTA program. These could include special programs to involve more people from impoverished communities as volunteers, programs for qualified persons who cannot commit themselves to the 1-year term of service usually required for VISTA volunteers, and programs for qualified persons for whom the experience, supervision, and training available in special VISTA programs will serve as valuable preparation for further work in the field of volunteer service. Not more than 15 percent of sums appropriated or allocated to carry out the purposes of title VIII would be available to carry out special programs under this section.

SECTION-BY-SECTION ANALYSIS

Section 1. Short title

This section provides that the act may be cited as the "Economic Opportunity Amendments of 1966."

Section 2. Authorizations and financing

This section amends the various sections of the Economic Opportunity Act of 1964 (hereinafter referred to as the act) dealing with the duration of the programs, and the authorization of appropriations for such programs. The act now provides authority for the conduct of economic opportunity programs through the end of the fiscal year 1968 (1967 with respect to programs for small businesses provided for in title IV). This section amends each of these provisions to extend the duration of the programs through June 30, 1970.

Section 2 authorizes appropriations of the following amounts for fiscal year 1967:

Title I:	
Part A, Job Corps.....	\$228, 000, 000
Part B, Neighborhood Youth Corps.....	496, 000, 000
Part D, Impact Programs, as added by section 6 of the bill.....	150, 000, 000
Title II: Urban and Rural Community Action Programs.....	1, 344, 000, 000
Title II: Rural Programs.....	65, 000, 000
Title IV: Small Business Loans (Grant support as provided in sec. 15 of the bill).....	5, 000, 000
Title V: Work Experience.....	160, 000, 000
Title VI: General Direction and Administration.....	17, 000, 000
Title VIII: VISTA.....	31, 000, 000

This section also amends sections 115, 208(a), and 216(b) of the act to extend for 1 year the period during which the Neighborhood Youth Corps, community action, and adult basic education programs may regularly be financed with 90 percent Federal assistance.

Section 3. Job Corps-enrollee assignment, standards of conduct and followup information

This section adds the following new subsections to section 104 of the Economic Opportunity Act.

A new subsection (e) provides that whenever a vacancy exists in a Job Corps center in the region in which an enrollee resides, the enrollee will be assigned to that center if the Director determines that the center meets the needs of the enrollee. If no such vacancy exists, the enrollee will be assigned to the center nearest his residence which, the Director determines, offers programs and activities appropriate to the needs of the enrollee.

A new subsection (f) requires that standards of conduct and deportment be provided and strictly enforced in Job Corps centers. Enrollee violations shall result in dismissal from the Job Corps or transfer to other centers where it is determined that the enrollee's retention in the Corps, or in the particular center, will jeopardize the enforcement of the standards of conduct and deportment or diminish the opportunity of other enrollees.

A new subsection (g) requires that, to the maximum extent feasible, the Director will obtain certain information from each enrollee who successfully completes enrollment in the Job Corps. This information, to be provided 6 months and 18 months after such completion, will consist of the former enrollee's present place of residence, employment status, compensation in his current job and the job, if any, immediately preceding his current job, and any other relevant information that the Director deems necessary for an effective followup.

Section 4. Special experimental projects

This section adds a new section 110-1 at the end of part A of title I of the act. It authorizes the Director, in communities selected by him, to carry out experimental or demonstration projects providing youth employment and training on a combined residential and non-residential basis. Resources and authority available for carrying out both the Job Corps and Neighborhood Youth Corps programs may be utilized for these projects, and the Director may waive any statutory provisions under title I-A which would prevent him carrying out elements of such projects. The Director is required to make a report to Congress no later than March 1, 1968, on the actions taken and the progress made on these projects.

Section 5. Work training—On-the-job training and eligibility

This section amends section 113 of the act to permit the employment of Neighborhood Youth Corps enrollees not only on facilities or projects of public or private nonprofit organizations, as heretofore provided, but also in on-the-job training programs conducted by private employers and other groups on the same terms and conditions as authorized in section 204 of the Manpower, Development, and Training Act of 1962.

Subsection (a) amends section 114(a) of the act to authorize enrollment in Neighborhood Youth Corps programs of persons who are students in the 9th through 12th grades of school or an equivalent age.

It also permits the persons who have attained the age of 22 to participate in the program where they were enrolled before reaching that age. The present law restricts participation to persons who have attained age 16 but have not attained age 22.

Section 6. Special impact programs

This section changes the heading of title I of the act to "Work Training and Work Study Programs," redesignates part D and section 131 of title I as part E and section 141, respectively, and inserts as part D a new section 131.

The new section authorizes the Director to establish programs which are directed to the solution of the critical problems existing in particular communities and neighborhoods (defined without regard to political or other subdivisions or boundaries) within urban areas having especially large concentrations of low-income persons. The programs are to be of sufficient size and scope to have an appreciable impact in arresting tendencies toward dependency, chronic unemployment, and rising community tensions. Where feasible and appropriate these programs are to be part of a citywide plan for the reorganization of local or State agencies in order to coordinate effectively all relevant programs of social development.

The Director is authorized to implement this section by making grants to public or private nonprofit organizations, or to contract with other private organizations, for all or part of the cost of special employment programs or training programs as described in sections 205(d) and (e) of the act. The work training and employment opportunities programs are to be carried out in the community or neighborhoods served and the opportunities opened by the program will be filled by the residents of those communities or neighborhoods. Youths aged 16 to 21 who are unemployed, underemployed, or below the poverty level may participate in these programs.

The Director is required to impose conditions to assure that no program under the new section 131 will result in the displacement of employed workers or will impair existing contracts for services, and that rates of pay and other conditions of employment are appropriate and reasonable in the light of such factors as the type of work performed, geographic region, and proficiency of the employee.

The Director is also required to establish procedures to assure maximum coordination of such programs with community action programs in the communities involved.

Section 7. Representation in community action boards

This section amends section 202 of the act to provide that the Director shall require community action agencies to establish procedures under which groups representative of the poor which feel themselves inadequately represented on their community action policy board, may petition for adequate representation on that body. Such groups would include, but not be limited to, minority groups, the elderly, or the rural population of a community served.

Section 8. Criteria for community action programs

This section amends section 202(b) of the act to provide the Director with more specific authority to prescribe and enforce requirements for local community action programs on matters relating to administrat-

tion, evaluation and audit, fiscal procedures, preclusion of partisan political activities, and personnel standards.

Section 9. Community action—Conduct and administration of programs

This section adds three new subsections to section 205 of the act. The first subsection (e) authorizes the Director to make grants to or enter into agreements with any State or local agency or private organization to pay any part of the cost of adult work training and employment programs for unemployed or low-income persons which involve activities designed to improve the physical, social, economic, or cultural condition of the community or area served. The activities may be carried on in fields including, but not limited to, health, education, welfare, neighborhood redevelopment, and public safety.

The programs authorized under this subsection are to assist in developing entry level employment opportunities, provide maximum prospects for advancement and continued employment without Federal assistance, and be combined with necessary educational, training, counseling, and transportation assistance, and such other supportive services as may be needed.

Under the second new subsection (g) the Director is authorized to make grants for payment of a reasonable allowance for attendance at meetings of neighborhood councils or committees and for reimbursement of necessary expenses. The allowances and expenses are payable only to members of such councils or committees who are residents of the area and members of the groups served. Payment to any person who is an employee of the U.S. Government or a community action agency is prohibited.

The third new subsection (h) provides that in making grants for family planning services, the Director is required to assure that all information, medical assistance, and supplies are available to all persons who desire such services and who qualify under eligibility criteria established by the community action agency. Grants cannot be approved unless they contain and are supported by reasonable assurances that family planning services and supplies will not be furnished to persons who state that their moral, philosophical, or religious beliefs are inconsistent with such assistance. The use of family planning services provided by an applicant agency cannot be a prerequisite to the receipt of services from or the participation in any other programs under the act.

Section 10.—Adult basic education—Prohibition

This section amends section 205(b) of the act to prohibit the Director from making a grant or contract under the act's community action provisions for any adult basic education program as described in title II(B).

Section 11.—Community action—Personnel assistance and training

This section expands the Director's authority to assist training programs under section 206 of the act to include the training authority previously provided in section 207 and deletes references to "training" in the latter section.

This section also expands authority in section 206 to provide technical assistance by permitting the Director, upon request of the grantee, to make special assignments of Federal personnel to local community action or State technical assistance agencies. No more than 100 persons could be hired for this purpose or could be on special

assignment at any one time. No such assignment to any one grantee could be for more than 2 years.

Section 12. Independent funding—Community action programs

This section amends section 211 of the act. It requires the Director, to the extent feasible, to give preference in extending assistance under the act to those programs and projects which are components of a community action program, and to execute the act's community action programs in a manner designed to enhance communitywide cooperation and action and to encourage the establishment of local community action agencies to carry out projects.

However, the amended section 211 also provides that if the Director determines that an independently funded program may help ease conflict, provide more operational efficiency or is more economical, he may make grants to, or contract with independently funded public or nonprofit private agencies or organizations in addition to the community action agency. An independently funded agency is defined as one which operates programs of a limited scope and which does not have a broad comprehensive community representation on its policy board.

As amended, section 211 would also provide that the Director shall extend assistance to independently funded public or private nonprofit agencies in predominantly rural areas when he determines that it is not feasible within a reasonable period of time to establish community action agencies.

Further, the Director is authorized to extend assistance to independently funded public and private nonprofit agencies for the conduct and administration of projects of a regional nature is given if projects can be more efficiently operated on that basis.

Section 13. Comprehensive health services programs

This section adds a new section 211-1 to the act authorizing the Director to make grants to, or contract with, public or private nonprofit agencies in order to provide assistance necessary for the development and implementation of comprehensive health services programs focused upon the needs of persons residing in urban and rural areas having high concentrations of poverty and a marked inadequacy of health services.

Programs under this section are to provide comprehensive health services, including but not limited to preventive medical, diagnostic, treatment, rehabilitation, mental health, dental and followup services, as well as necessary facilities and rehabilitation in connection with such services. Existing agencies and resources must be utilized to the maximum feasible extent. The services provided by these programs must be readily accessible to the residents of the areas served and furnished in a manner most responsive to their needs and with their participation. Wherever possible the programs are to be combined with, or included within arrangements for providing employment, education, social, or other assistance needed by the families and individuals served.

Before any such program is approved by the Director, he must consult with appropriate Federal, State, and local health agencies, and take steps to make certain that the program will be carried on under competent professional supervision. Prior to approval of the program, existing agencies providing related services must be furnished with all assistance necessary or appropriate in order to permit them

to plan for participation in the program and for the necessary continuation of services provided by the program.

The Director is required to report annually to Congress on the actions taken and progress made in these programs either as a part of the annual report required by section 608 of the act, or separately. The Director is also authorized to provide for studies of the nature and characteristics of health problems particularly significant to low-income persons. He is further authorized, after consultation with the Secretary of Health, Education, and Welfare, to secure objective studies of the overall operations of the programs authorized under this section, including their relationship to and impact on the adequacy and availability of all relevant programs and services meeting total health needs. Reports of these studies, together with the comments and recommendations of the Director and the Secretary of Health, Education, and Welfare, will be submitted to the President and the Congress.

Section 14. Rural areas—Loan authority and indemnity payments

This section amends section 302(a) of the act to raise the individual loan limit on rural loans from \$2,500 to \$3,500. Small farmers and other qualified low-income rural residents would be permitted to obtain credit under the program so long as their outstanding indebtedness does not exceed this amount.

This section also changes the act's current prohibition on loans to any corporation or cooperative organization for the production of agricultural commodities or for manufacturing purposes so as to exempt cooperatives organized and operated by Indian tribes on Indian reservations. This exception would also apply to an organization composed of members of a tribe with whom the special Federal relationship with Indians has been terminated, but whose operations are conducted on their former reservation.

This section further amends title III of the act to extend until June 30, 1967, authority under the program of indemnity payment to dairy farmers.

Section 15. Small business loan program—Grant support

This section gives authority to the Director under section 402 of the act to provide assistance, through grants or contracts, to public or nonprofit agencies, to enable these agencies to provide screening, counseling, management guidance, or similar assistance in connection with small business loans. It also provides for the authorization of appropriations for such grants.

Section 16. Assistant Director for elderly poor

This section amends section 601(a) of the act to increase the number of Assistant Directors from three to four. It also amplifies the provisions of section 610 which require that the special problems of the elderly poor be considered in the development, conduct, and administration of programs under the act. The Director is required to carry out investigations and studies and consult with appropriate organizations to develop programs providing employment and public service opportunities and education for the elderly poor. Recommendations are to be made by him to the President and Congress for any such programs that would require additional authority and necessary legislation to provide such authority.

Section 17. Liaison between agencies

This section adds to section 602(d) of the act which relates to delegations of authority. It requires that any delegation of the Director's powers to the heads of other Federal agencies shall be subject to provisions assuring maximum possible liaison between OEO and such other agencies at all levels, and the furnishing of complete operational information by such other agencies to the Director.

Section 18. Political activities

This section adds a new section 603 to the act. It provides that an overall community action agency which assumes responsibility for planning, developing, and coordinating communitywide antipoverty programs and receives assistance under title II-A of the act is to be deemed a State and local agency for the purposes of the so-called Hatch Act and, as a consequence, that employees of such community action agencies would be subject to the provisions in that act prohibiting partisan political activity on the part of employees of State or local agencies whose principal employment is in connection with an activity financed in whole or part by Federal loans or grants.

It also requires that officers and employees of any agency receiving assistance under the act (other than part C of title I) be treated as employees of State or local agencies for purposes of the prohibitions in the Hatch Act on soliciting funds from other employees for political purposes and using official position to interfere with or affect the result of any election or nomination.

In addition, the Director, after consultation with the Civil Service Commission, is authorized to issue such regulations or impose such requirements as may be necessary or appropriate to supplement the above provisions, or to otherwise insure that programs assisted under the Economic Opportunity Act are not carried on in a manner involving the use of program funds, the provision of services, or the employment or assignment of personnel in a manner supporting, or resulting in the identification of such a program with any partisan political activity or any activity designed to further the election or defeat of any candidate for public office.

Section 19. National Advisory Council on Economic Opportunity

This section amends section 605 of the act to provide that the National Advisory Council established in the Office of Economic Opportunity shall be composed of 21 members appointed by the President for staggered terms and without regard to the civil service laws. The Director will be an ex officio member. The members are to be representative of the public and of appropriate fields of endeavor related to the purposes of the act. One member of the Advisory Council will be designated Chairman by the President. The Advisory Council will meet at the call of the Chairman but not less than four times a year.

The duties of the Advisory Council are to advise the Director with respect to policy matters arising in the administration of the act, review the effectiveness and operation of programs under the act, and make recommendations concerning those programs, the elimination of duplication of effort, and the coordination of these programs with other Federal programs designed to assist low-income individuals and families. Recommendations by the Advisory Council will in-

clude such proposals for change in the Economic Opportunity Act as its members deem appropriate.

Not later than March 31 of each calendar year the Advisory Council will make a report of its findings and recommendations to the President, who will transmit the report, together with his comments and recommendations to the Congress.

Section 20. Conduct of programs—Salary limits

This section adds a new section 610-1 at the end of part A of title VI of the act so that Federal funds cannot be used to pay any part of the salaries of certain program personnel that may be in excess of the rate of compensation paid for comparable work in the areas where the programs are carried out. Personnel affected are those conducting Job Corps, Neighborhood Youth Corps, community action and migrant programs (except Federal employees whose compensation is fixed according to Federal law). The Director may authorize exceptions to this limitation where they are necessary because of unusual conditions of employment or because the duties involved in particular jobs require the payment of higher salaries in order to attract qualified personnel.

The Director is further required within 60 days after the close of each fiscal year, to submit to the President for submission to Congress a list of the names of all employees covered by this section who were receiving at the end of that fiscal year a salary of \$10,000 or more per year. The information submitted shall also include the amount of compensation paid to each of these persons and the amount paid from funds granted pursuant to the act. Grants and contracts under the act are prohibited which do not contain adequate provisions to assure the furnishing of this information.

Section 21. Coordination of Government training programs

This section adds to the act a new section 618(a). It requires the Director, the Secretary of Labor, the Secretary of Health, Education, and Welfare, and the heads of other agencies concerned, acting through the President's Committee on Manpower, to provide for and take such steps as may be necessary and appropriate to implement the effective coordination of all programs and activities relating to the training of individuals for the purpose of improving or restoring employability.

This section further provides that the Secretary of Labor, pursuant to such agreements as may be necessary or appropriate, shall be responsible for assuring that the Federal-State employment service provides, and develops its capacity for providing, maximum support for Federal training programs. The Secretary of Labor is also directed to obtain from the Secretary of Commerce, the Secretary of Health, Education, and Welfare and the head of any other Federal agency administering a training program information which will facilitate the placement of individuals being trained.

Section 22. Private enterprise participation

This section adds a new section 619 to the act. It provides that the Director or any other Federal department or agency head to which conduct of a program has been delegated shall act to insure that the resources of private enterprise are employed to the maximum feasible extent in Economic Opportunity Act programs. An annual report to Congress on the progress made under the section is required.

This section also amends the act's statement of policy by adding a new paragraph stating the sense of Congress that it is highly desirable to employ the private sector of the economy in the efforts to eliminate poverty.

Several other sections are amended to authorize or facilitate participation by private firms in several programs, on a contract basis, either through the operation of projects or the provision of certain education or training services. The affected sections are section 103, relating to the Job Corps, and sections 111, 112, 113 and 114, relating to the Neighborhood Youth Corps.

Section 23. VISTA—New title VIII

This section creates a new title VIII for the Volunteers in Service to America program, the authority for which has heretofore been provided in section 603 of the title relating to administration and coordination.

(a) *Statement of purpose.*—A new section 801 declares VISTA's purpose is to enable individuals to participate personally in the war on poverty and to stimulate, develop and coordinate programs of volunteer training and service through which persons will be encouraged to combat poverty in their home communities.

(b) *Authority to establish VISTA program.*—New section 802 carries over into title VIII provisions relating to the selection, referral and assignment of volunteers which formerly appeared in sections 603 (a) and (b) of the 1964 act.

(c) *Volunteer support.*—New section 803 is the same as section 603(c) of the 1964 act, with the addition of the provision authorizing a stipend of \$100 per month (instead of the normal \$50 per month) for volunteer leaders designated in accordance with standards prescribed by the Director.

(d) *Application of Federal law.*—Section 804(a) is a renumbering of section 607(d) of the 1964 act.

(e) *Special programs and projects.*—A new section 805 provides for special volunteer programs in furtherance of the purposes of this title. These new programs are designed to make better use of volunteer services, as well as to provide opportunities for service to low income persons, qualified persons who cannot commit themselves to the 1-year term of service usually required for VISTA volunteers, and qualified persons for whom the experience, supervision, and training available in special VISTA programs will serve as valuable preparation for further work in the field of volunteer service. Not more than 15 percent of sums appropriated or allocated to carry out the purposes of this title would be available to carry out special programs under this section.

(f) *Authorizations.*—A new section 806 extends the direction of the VISTA program through June 30, 1966, and provides for authorization of appropriations.

Section 24. Technical amendments

This section contains several technical amendments which do not affect the substance of the existing authority.

Section 25. Higher Education Act of 1965—Moratorium on student loans to VISTA volunteers

This section extends to VISTA volunteers while they are in service the moratorium on repayment of loans under the Higher Education

Act of 1965, which that act provides for full-time students, members of the Armed Forces, and Peace Corps volunteers.

CHANGES IN EXISTING LAW

In compliance with subsection (4) of rule XXIX of the Standing Rules of the Senate, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

ECONOMIC OPPORTUNITY ACT OF 1964, AS AMENDED

BY HOUSE COMMITTEE ON EDUCATION AND LABOR (H.R. 15111)

AN ACT To mobilize the human and financial resources of the Nation to combat poverty in the United States

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Economic Opportunity Act of 1964".

FINDINGS AND DECLARATION OF PURPOSE

SEC. 2. Although the economic well-being and prosperity of the United States have progressed to a level surpassing any achieved in world history, and although these benefits are widely shared throughout the Nation, poverty continues to be the lot of a substantial number of our people. The United States can achieve its full economic and social potential as a nation only if every individual has the opportunity to contribute to the full extent of his capabilities and to participate in the workings of our society. It is, therefore, the policy of the United States to eliminate the paradox of poverty in the midst of plenty in this Nation by opening to everyone the opportunity for education and training, the opportunity to work, and the opportunity to live in decency and dignity. It is the purpose of this Act to strengthen, supplement, and coordinate efforts in furtherance of that policy.

It is the sense of the Congress that it is highly desirable to employ the resources of the private sector of the economy of the United States in all such efforts to further the policy of this Act.

TITLE I—[YOUTH PROGRAMS] WORK TRAINING AND WORK STUDY PROGRAMS

PART A—JOB CORPS

STATEMENT OF PURPOSE

SEC. 101. The purpose of this part is to prepare for the responsibilities of citizenship and to increase the employability of young men and young women aged sixteen through twenty-one by providing them in rural and urban residential centers with education, vocational training, useful work experience, including work directed toward the conservation of natural resources, and other appropriate activities.

ESTABLISHMENT OF JOB CORPS

SEC. 102. In order to carry out the purposes of this part, there is hereby established within the Office of Economic Opportunity (hereinafter referred to as the "Office"), established by title VI, a Job Corps (hereinafter referred to as the "Corps").

JOB CORPS PROGRAM

SEC. 103. The Director of the Office shall prescribe regulations to prevent programs under this part from displacing presently employed workers or the impairment of existing contracts for services. The Director of the Office (hereinafter referred to as the "Director") is authorized to—

(a) enter into agreements with any Federal, State, or local agency or private organization for the establishment and operation, in rural and urban areas, of conservation camps and training centers and for the provision of such facilities and services as in his judgment are needed to carry out the purposes of this part, including but not limited to agreements with agencies charged with the responsibility of conserving, developing, and managing the public natural resources of the Nation and of developing, managing, and protecting public recreational areas, whereby the enrollees of the Corps may be utilized by such agencies in carrying out, under the immediate supervision of such agencies, programs planned and designed by such agencies to fulfill such responsibility, and including agreements for a botanical survey program involving surveys and maps of existing vegetation and investigations of the plants, soils, and environments of natural and disturbed plant communities;

(b) arrange for the provision and education and vocational training of enrollees in the Corps: *Provided*, That, where practicable, such programs may be provided through local public educational agencies or by private vocational educational institutions or technical institutes where such institutions or institutes can provide substantially equivalent training [with reduced Federal expenditures] *at comparable costs*;

(c) provide or arrange for the provision of programs of useful work experience and other appropriate activities for enrollees;

(d) establish standards of safety and health for enrollees, and furnish or arrange for the furnishing of health services; and

(e) prescribe such rules and regulations and make such arrangements as he deems necessary to provide for the selection of enrollees and to govern their conduct after enrollment, including appropriate regulation as to the circumstances under which enrollment may be terminated: *Provided, however*, That the Director shall make no payments to any individual or to any organization solely as compensation for the service of referring the names of candidates for enrollment in the Corps.

COMPOSITION OF THE CORPS

SEC. 104. (a) The Corps shall be composed of young men and young women who are permanent residents of the United States, who have attained age sixteen but have not attained age twenty-two at the time of enrollment, and who meet the standards for enrollment

prescribed by the Director. Participation in the Corps shall not relieve any enrollee of obligations under the Universal Military Training and Service Act (50 U.S.C. App. 451 et seq.). For purposes of this subsection, any native and citizen of Cuba who arrived in the United States from Cuba as a nonimmigrant or as a parolee subsequent to January 1, 1959, under the provisions of section 214(a) or 212(d)(5), respectively, of the Immigration and Nationality Act shall be considered a permanent resident of the United States.

(b) In order to enroll as a member of the Corps, an individual must agree to comply with rules and regulations promulgated by the Director for the government of the Corps.

(c) The total enrollment of any individual in the Corps shall not exceed two years except as the Director may determine in special cases.

(d) Each enrollee (other than an enrollee who is a native and citizen of Cuba described in section 104(a) of this Act) must take and subscribe to an oath or affirmation in the following form: "I do solemnly swear (or affirm) that I bear true faith and allegiance to the United States of America and will support and defend the Constitution and laws of the United States against all its enemies foreign and domestic." The provisions of section 1001 of title 18, United States Code, shall be applicable to the oath or affirmation required under this subsection.

(e) *Whenever there is a vacancy in a Corps center in the region in which an enrollee resides which is an appropriate center to meet the needs of the enrollee as determined by the Director, such enrollee shall be assigned to such center. If no such vacancy exists, the enrollee shall be assigned to the Corps center offering programs and activities appropriate to meet the needs of the enrollee as determined by the Director, which is nearest to the residence of such enrollee.*

(f) *Within Corps centers, standards of conduct and deportment shall be provided and stringently enforced. In the case of violations committed by enrollees, dismissals from the Corps or transfers to other locations should be made in every instance where it is determined that retention in the Corps, or in the particular Corps center, will jeopardize the enforcement of such standards of conduct and deportment or diminish the opportunity of other enrollees.*

(g) *The Director shall to the maximum extent feasible assure that each enrollee who successfully completes enrollment in the Corps furnishes to him six months and eighteen months after such completed enrollment the following information:*

- (1) *The place of residence of such enrollee;*
- (2) *The employment status of such enrollee;*
- (3) *The compensation received by such enrollee in his current job and the compensation received by him in the job, if any, immediately preceding his current job; and*
- (4) *Such other relevant information determined by the Director to be necessary for an effective follow-up.*

ALLOWANCE AND MAINTENANCE

SEC. 105. (a) Enrollees may be provided with such living, travel, and leave allowances, and such quarters, subsistence, transportation, equipment, clothing, recreational services, medical, dental, hospital, and other health services, and other expenses as the Director may deem necessary or appropriate for their needs. Transportation and travel

allowances may also be provided, in such circumstances as the Director may determine, for applicants for enrollment to or from places of enrollment, and for former enrollees from places of termination to their homes.

(b) Upon termination of his or her enrollment in the Corps, each enrollee shall be entitled to receive a readjustment allowance at a rate not to exceed \$50 for each month of satisfactory participation therein as determined by the Director: *Provided, however,* That under such circumstances as the Director may determine a portion of the readjustment allowance of an enrollee not exceeding \$25 for each month of satisfactory service may be paid during the period of service of the enrollee directly to a member of his or her family (as defined in section 609(c)) and any sum so paid shall be supplemented by the payment of an equal amount by the Director. In the event of the enrollee's death during the period of his or her service, the amount of any unpaid readjustment allowance shall be paid in accordance with the provisions of section 1 of the Act of August 3, 1950 (5 U.S.C. 61f).

APPLICATION OF PROVISIONS OF FEDERAL LAW

SEC. 106. (a) Except as otherwise specifically provided in this part, an enrollee shall be deemed not to be a Federal employee and shall not be subject to the provisions of laws relating to Federal employment, including those relating to hours of work, rates of compensation, leave, unemployment compensation, and Federal employee benefits.

(b) Enrollees shall be deemed to be employees of the United States for the purposes of the Internal Revenue Code of 1954 (26 U.S.C. 1 et seq.) and of title II of the Social Security Act (42 U.S.C. 401 et seq.), and any service performed by an individual as an enrollee shall be deemed for such purposes to be performed in the employ of the United States.

(c)(1) Enrollees under this part shall, for the purposes of the administration of the Federal Employees' Compensation Act (5 U.S.C. 751 et seq.), be deemed to be civil employees of the United States within the meaning of the term "employee" as defined in section 40 of such Act (5 U.S.C. 790) and the provisions thereof shall apply except as hereinafter provided.

(2) For purposes of this subsection:

(A) The term "performance of duty" in the Federal Employees' Compensation Act shall not include any act of an enrollee while absent from his or her assigned post of duty, except while participating in an activity (including an activity while on pass or during travel to or from such post of duty) authorized by or under the direction and supervision of the Corps.

(B) In computing compensation benefits for disability or death under the Federal Employees' Compensation Act, the monthly pay of an enrollee shall be deemed to be \$150, except that with respect to compensation for disability accruing after the individual concerned reaches the age of twenty-one, such monthly pay shall be deemed to be that received under the entrance salary for GS-2 under the Classification Act of 1949 (5 U.S.C. 1071 et seq.), and section 6(d)(1) of the former Act (5 U.S.C. 756(d)(1)) shall apply to enrollees.

(C) Compensation for disability shall not begin to accrue until the day following the date on which the enrollment of the injured enrollee is terminated.

(d) An enrollee shall be deemed to be an employee of the Government for the purposes of the Federal tort claims provisions of title 28, United States Code.

(e) Personnel of the uniformed services who are detailed or assigned to duty in the performance of agreements made by the Director for the support of the Corps shall not be counted in computing strength under any law limiting the strength of such services or in computing the percentage authorized by law for any grade therein.

POLITICAL DISCRIMINATION AND POLITICAL ACTIVITY

SEC. 107. (a) No officer or employee of the executive branch of the Federal Government shall make any inquiry concerning the political affiliation or beliefs of any enrollee or applicant for enrollment in the Corps. All disclosures concerning such matters shall be ignored, except as to such membership in political parties or organizations as constitutes by law a disqualification for Government employment. No discrimination shall be exercised, threatened or promised by any person in the executive branch of the Federal Government against or in favor of any enrollee in the Corps, or any applicant for enrollment in the Corps because of his political affiliation or beliefs, except as may be specifically authorized or required by law.

(b) No officer, employee or enrollee of the Corps shall take any active part in political management or in political campaigns, except as may be provided by or pursuant to statute, and no such officer, employee or enrollee shall use his official position or influence for the purpose of interfering with an election or affecting the result thereof. All such persons shall retain the right to vote as they may choose and to express, in their private capacities, their opinions on all political subjects and candidates. Any officer, employee, enrollee or Federal employee who solicits funds for political purposes from members of the Corps, shall be in violation of the Corrupt Practices Act.

(c) Whenever the United States Civil Service Commission finds that any person has violated the foregoing provisions, it shall, after giving due notice and opportunity for explanation to the officer or employee or enrollee concerned, certify the facts to the Director with specific instructions as to discipline or dismissal or other corrective actions.

STATE-OPERATED YOUTH CAMPS

SEC. 108. The Director is authorized to enter into agreements with States to assist in the operation or administration of State-operated programs which carry out the purpose of this part. The Director may, pursuant to such regulations as he may adopt, pay part or all of the operative or administrative costs of such programs.

REQUIREMENT FOR STATE APPROVAL OF CONSERVATION CAMPS AND TRAINING CENTERS

SEC. 109. In carrying out the provisions of part A of this title no conservation camp, training center or other similar facility designed to carry out the purposes of this Act, shall be established within a State unless a plan setting forth such proposed establishment has been submitted to the Governor of the State and such plan has not been disapproved by him within thirty days of such submission.

YOUTH CONSERVATION CORPS

SEC. 110. Within the Job Corps there is authorized a Youth Conservation Corps in which at any one time no less than 40 per centum of the male enrollees under this part shall be assigned to camps where their work activity is directed primarily toward conserving, developing, and managing the public natural resources of the Nation, and developing, managing, and protecting public recreational areas. Such work activity shall be performed under the direction of members of agencies charged with the responsibility of conserving, developing, and managing the public natural resources and of developing, managing, and protecting public recreational areas.

SPECIAL EXPERIMENTAL PROJECTS

SEC. 110-1. *The Director is authorized, in communities selected by him, to conduct experimental or demonstration projects providing youth employment and training on a combined residential and nonresidential basis. Such projects may involve the use of resources or authority under both this part and part R of this title, and the Director is authorized to waive any provision of such parts which he finds would prevent the carrying out of elements of such projects essential to a determination and demonstration of their feasibility and usefulness. The Director shall report to the Congress a full description of actions taken and progress made under this section no later than March 1, 1968.*

PART B—WORK TRAINING PROGRAMS

STATEMENT OF PURPOSE

SEC. 111. The purpose of this part is to provide useful work experience opportunities for unemployed young men and young women, through participation in [State and community] work-training programs, so that their employability may be increased or their education resumed or continued and so that public agencies and private [non-profit] organizations (other than political parties) will be enabled to carry out programs which will permit or contribute to an undertaking or service in the public interest that would not otherwise be provided, or will contribute to the conservation and development of natural resources and recreational areas.

DEVELOPMENT OF PROGRAMS

SEC. 112. In order to carry out the purposes of this part, the Director shall assist and cooperate with State and local agencies and private nonprofit organizations (other than political parties) *and may contract with other private organizations* in developing programs for the employment of young people in [State and community] activities hereinafter authorized, which, whenever appropriate, shall be coordinated with programs of training and education provided by local public *or private* educational agencies.

FINANCIAL ASSISTANCE

SEC. 113. (a) The Director is authorized to enter into agreements providing for the payment by him of part or all of the cost of a

[State or local program] *state or local private program* submitted hereunder if he determines, in accordance with such regulations as he may prescribe, that—

(1) enrollees in the program will be employed either (A) or publicly owned and operated facilities or projects, or (B) on local projects sponsored by private nonprofit organizations (other than political parties), other than projects involving the construction, operation, or maintenance of so much of any facility used or to be used for sectarian instruction or as a place for religious worship[;], or (C) *in training programs of the same nature and on the same terms and conditions as authorized in section 204 of the Manpower Development and Training Act of 1962, as amended;*

(2) the program will increase the employability of the enrollees by providing work experience and training in occupational skills or pursuits in classifications in which the Director finds there is a reasonable expectation of employment, or will enable student enrollees to resume or to maintain school attendance;

(3) the program will permit or contribute to an undertaking or service in the public interest that would not otherwise be provided, or will contribute to the conservation, development, or management of the natural resources of the State or community or to the development, management, or protection of State or community recreational areas[;], or *is of the same nature and in the same terms and conditions as authorized in section 204 of the Manpower Development and Training Act of 1962, as amended;*

(4) the program will not result in the displacement of employed workers or impair existing contract for services;

(5) the rates of pay and other conditions of employment will be appropriate and reasonable in the light of such factors as the type of work performed, geographical region, and proficiency of the employee;

(6) to the maximum extent feasible, the program will be coordinated with vocational training and educational services adapted to the special needs of enrollees in such program and sponsored by State or local public educational agencies: *Provided, however, That where such services are inadequate or unavailable, the program may make provision for the enlargement, improvement, development, and coordination of such services with the cooperation of, or where appropriate pursuant to agreement with, the Secretary of Health, Education, and Welfare [; and]: Provided further, That where appropriate, such services may be provided through contract with private high schools, vocational and other educational facilities; and*

(7) the program includes standards and procedures for the selection of applicants, including provisions assuring full coordination and cooperation with local and other authorities to encourage students to resume or maintain school attendance.

(b) In approving projects under this part, the Director shall give priority to projects with high training potential.

ENROLLEES IN PROGRAM

SEC. 114. (a) **[Participation]** *Enrollment* in programs under this part shall be limited to young men and women who are permanent residents of the United States, who have attained age sixteen but have not attained age twenty-two or who are students in the ninth

through twelfth grades of school or are of an age equivalent to that of students in such grades, and whose participation in such programs will be consistent with the purposes of this part. For purposes of this subsection, any native and citizen of Cuba who arrived in the United States from Cuba as a nonimmigrant or as a parolee subsequent to January 1, 1959, under the provisions of section 214(a) or 212(d)(5), respectively, of the Immigration and Nationality Act shall be considered a permanent resident of the United States.

(b) Enrollees shall be deemed not to be Federal employees and shall not be subject to the provisions of laws relating to Federal employment, including those relating to hours of work, rates of compensation, leave, unemployment compensation, and Federal employee benefits.

(c) Where appropriate to carry out the purposes of this Act, the Director may provide for testing, counseling, job development, and referral services to youths through public agencies or private [non-profit] organizations.

LIMITATIONS ON FEDERAL ASSISTANCE

SEC. 115. Federal assistance to any program pursuant to this part paid for the period ending [three] four years after the date of enactment of this Act shall not exceed 90 per centum of the costs of such program, including costs of administration, and such assistance paid for periods thereafter shall not exceed 50 per centum of such costs, unless the Director determines, pursuant to regulations adopted and promulgated by him establishing objective criteria for such determinations, that assistance in excess of such percentages is required in furtherance of the purposes of this part. Non-Federal contributions may be in cash or in kind, fairly evaluated, including but not limited to plant, equipment, and services.

EQUITABLE DISTRIBUTION OF ASSISTANCE

SEC. 116. The Director shall establish criteria designed to achieve an equitable distribution of assistance under this part among the States. In developing such criteria, he shall consider among other relevant factors the ratios of population, unemployment, and family income levels. Not more than 12½ per centum of the sums appropriated or allocated for any fiscal year to carry out the purposes of this part shall be used within any one State.

* * * * *

PART D—SPECIAL IMPACT PROGRAMS

SEC. 131. (a) *The purpose of this section is to establish special programs which (1) are directed to the solution of the critical problems existing in particular communities and neighborhoods (defined without regard to political or other subdivisions or boundaries) within those urban areas of the Nation having, in the judgment of the Director, especially large concentrations of low-income persons; (2) are of sufficient size and scope to have an appreciable impact in such communities and neighborhoods in arresting tendencies toward dependency, chronic unemployment, and rising community tensions; and (3) where feasible and appropriate, are part of a citywide plan for the reorganization of local or State*

agencies in order to coordinate effectively all relevant programs of social development.

(b) *In order to carry out the purposes of this part, the Director is authorized to make grants to public or private nonprofit organizations, or to enter into contracts with other private organizations, for the payment of all or part of the cost of programs described in sections 205 (d) and (e) of this Act. The Director shall assure that the work training and employment opportunities created under these special programs are filled by the residents of the communities or neighborhoods served, and that the activities pursued are carried out in the communities and neighborhoods described in subsection (a). For the purposes of this section, the Director may include youths aged sixteen to twenty-one who are unemployed, underemployed, or below the poverty level as established for the programs described in sections 205 (d) and (e).*

(c) *The Director shall establish such criteria, and impose such conditions, as may be necessary or appropriate to assure that no program assistance under this part will result in the displacement of employed workers or impair existing contracts for services and to assure that the rates of pay and other conditions of employment will be appropriate and reasonable in the light of such factors as the type of work performed, geographical region, and proficiency of the employee.*

(d) *In carrying out the provisions of this part, the Director shall establish such procedures or impose such requirements as may be necessary or appropriate to assure maximum coordination with community action programs approved pursuant to title II-A of this Act.*

PART [D] *E*—AUTHORIZATION OF APPROPRIATIONS

SEC. [131.] 141. The Director shall carry out the programs for which he is responsible under this title during the fiscal year ending June 30, 1965, and the [three] *five* succeeding fiscal years. For the purpose of carrying out this title, there is hereby authorized to be appropriated the sum of \$412,500,000 for the fiscal year ending June 30, 1965, and the sum of \$700,000,000 for the fiscal year ending June 30, 1966; and for the fiscal year ending June 30, 1967, and the [succeeding fiscal year] *three succeeding fiscal years* such sums may be appropriated as the Congress may hereafter authorize by law.

TITLE II—URBAN AND RURAL COMMUNITY ACTION PROGRAMS

PART A—GENERAL COMMUNITY ACTION PROGRAMS

STATEMENT OF PURPOSE

SEC. 201. The purpose of this part is to provide stimulation and incentive for urban and rural communities to mobilize their resources to combat poverty through community action programs.

COMMUNITY ACTION PROGRAMS

SEC. 202. (a) The term “community action program” means a program—

(1) which mobilizes and utilizes resources, public or private, of any urban or rural, or combined urban and rural, geographical area (re-

ferred to in this part as a "community"), including but not limited to a State, metropolitan area, county, city, town, multicity unit, or multicounty unit in an attack on poverty;

(2) which provides services, assistance, and other activities of sufficient scope and size to give promise of progress toward elimination of poverty or a cause or causes of poverty through developing employment opportunities, improving human performance, motivation, and productivity, or bettering the conditions under which people live, learn, and work;

(3) which is developed, conducted, and administered with the maximum feasible participation of residents of the areas and members of the groups served;

(4) which is conducted, administered, or coordinated by a public or private nonprofit agency (other than a political party), or a combination thereof; and

(5) which includes provision for reasonable access of the public to information including, but not limited to, reasonable opportunity for public hearings at the request of appropriate local community groups, and reasonable public access to books and records of the agency or agencies engaged in the development, conduct, and administration of the program, in accordance with procedures approved by the Director.

(b) The Director is authorized to prescribe such additional criteria for programs carried on under this part as he shall deem appropriate. *Such criteria shall include requirements to assure (1) that each agency responsible for a community action program is qualified to administer such program and the funds granted to it efficiently, effectively, and in a manner fully consistent with the provisions and purposes of this part, having due regard for the size and complexity of such program and the number of persons and size of the area served; (2) that each such agency is subject to evaluation of program progress and regular or periodic audits and that the results or findings of such evaluations and audits are considered by the agency as well as by the Director in connection with proposals or applications for the renewal, expansion, or modification of any such program; (3) that each such agency maintains records and internal controls needed to achieve and document compliance with all legal requirements and that all records bearing exclusively on grants made under this part are available to the General Accounting Office; (4) that each such program is carried on in accordance with standards and policies, including rules governing the conduct of officers and employees to preclude the use of program funds, the provision of services, or the employment or assignment of personnel in a manner supporting, or resulting in an identification of such program with, any partisan political activity or any activity designed to further the election or defeat of any candidate for public office; and (5) that the personnel of each such agency are selected, employed, promoted, and compensated in accordance with standards prescribed by the Director, or personnel plans approved by him, as promoting efficiency and the effective use of funds.*

(c) *The Director shall require community action agencies to establish procedures under which representative groups of the poor including but not limited to minority groups, the elderly, and the rural population, which feel themselves inadequately represented on their community action agency policy board, may petition for adequate representation on such board.*

ALLOTMENTS TO STATES

SEC. 203. (a) From the sums appropriated to carry out this title for a fiscal year, the Director shall reserve the amount needed for carrying out sections 204 and 205. Not to exceed 2 per centum of the amount so reserved shall be allotted by the Director among Puerto Rico, Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands according to their respective needs for assistance under this part. Twenty per centum of the amount so reserved shall be allotted among the States as the Director shall determine. The remainder of the sums so reserved shall be allotted among the States as provided in subsection (b).

(b) Of the sums being allotted under this subsection—

(1) one-third shall be allotted by the Director among the States so that the allotment to each State under this clause will be an amount which bears the same ratio to such one-third as the number of public assistance recipients in such State bears to the total number of public assistance recipients in all the States;

(2) one-third shall be allotted by him among the States so that the allotment to each State under this clause will be an amount which bears the same ratio to such one-third as the annual average number of persons unemployed in such State bears to the annual average number of persons unemployed in all the States; and

(3) the remaining one-third shall be allotted by him among the States so that the allotment to each State under this clause will be an amount which bears the same ratio to such one-third as the number of related children under 18 years of age living in families with incomes of less than \$1,000 in such State bears to the number of related children under 18 years of age living in families with incomes of less than \$1,000 in all the States.

(c) The portion of any State's allotment under subsection (a) for a fiscal year which the Director determines will not be required for such fiscal year for carrying out this part shall be available for reallocation from time to time, on such dates during such year as the Director may fix, to other States in proportion to their original allotments for such year, but with such proportionate amount for any of such other States being reduced to the extent it exceeds the sum which the Director estimates such State needs and will be able to use for such year for carrying out this part; and the total of such reductions shall be similarly reallocated among the States whose proportionate amounts are not so reduced. Any amount reallocated to a State under this subsection during a year shall be deemed part of its allotment under subsection (a) for such year.

(d) For the purposes of this section, the term "State" does not include Puerto Rico, Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands.

FINANCIAL ASSISTANCE FOR DEVELOPMENT OF COMMUNITY ACTION PROGRAMS

SEC. 204. The Director is authorized to make grants to, or to contract with, appropriate public or private nonprofit agencies, or combinations thereof, to pay part or all of the costs of development of community action programs.

FINANCIAL ASSISTANCE FOR CONDUCT AND ADMINISTRATION OF
COMMUNITY ACTION PROGRAMS

SEC. 205. (a) The Director is authorized to make grants to, or to contract with, public or private nonprofit agencies, or combinations thereof, to pay part or all of the costs of community action programs which have been approved by him pursuant to this part, including the cost of carrying out programs which are components of a community action program and which are designed to achieve the purposes of this part. Such component programs shall be focused upon the needs of low-income individuals and families and shall provide expanded and improved services, assistance, and other activities, and facilities necessary in connection therewith. Such programs shall be conducted in those fields which fall within the purposes of this part including, but not limited to,¹ employment, job training and counseling, health, vocational rehabilitation, housing, home management, welfare, and special remedial and other noncurricular educational assistance for the benefit of low-income individuals and families.

(b) No grant or contract authorized under this part may provide for general aid to elementary or secondary education in any school or school system *or for any adult basic education program as described in title II (B)*.

(c) In determining whether to extend assistance under this section the Director shall consider among other relevant factors the incidence of poverty within the community and within the areas or groups to be affected by the specific program or programs, and the extent to which the applicant is in a position to utilize efficiently and expeditiously the assistance for which application is made. In determining the incidence of poverty the Director shall consider information available with respect to such factors as: the concentration of low-income families, particularly those with children; the extent of persistent unemployment and underemployment; the number and proportion of persons receiving cash or other assistance on a needs basis from public agencies or private organizations; the number of migrant or transient low-income families; school dropout rates, military service rejection rates, and other evidences of low educational attainment; the incidence of disease, disability, and infant mortality; housing conditions; adequacy of community facilities and services; and the incidence of crime and juvenile delinquency.

(d) The Director is authorized to make grants under this section for special programs (1) which involve activities directed to the needs of those chronically unemployed poor who have poor employment prospects and are unable, because of age or otherwise, to secure appropriate employment or training assistance under other programs, (2) which, in addition to other services provided, will enable such persons to participate in projects for the betterment or beautification of the community or area served by the program, including without limitation activities which will contribute to the management, conservation, or development of natural resources, recreational areas, Federal, State, and local government parks, highways, and other lands, and (3) which are conducted in accordance with standards adequate to assure that the program is in the public interest and otherwise consistent with policies applicable under this Act for the protection of employed workers and the maintenance of basic rates of pay and other suitable conditions of employment.

(e) *The Director is authorized to make grants or enter into agreements with any State or local agency or private organization to pay all or part of the costs of adult work training and employment programs for unemployed or low-income persons involving activities designed to improve the physical, social, economic or cultural condition of the community or area served in fields including, but not limited to, health, education, welfare, neighborhood redevelopment, and public safety. Such programs shall (A) assist in developing entry level employment opportunities, (B) provide maximum prospects for advancement and continued employment without Federal assistance, and (C) be combined with necessary educational, training, counseling, and transportation assistance, and such other supportive services as may be needed.*

[e] (f) *In extending assistance under this section the Director shall give special consideration to programs which give promise of effecting a permanent increase in the capacity of individuals, groups, and communities to deal with their problems without further assistance.*

(g) *In extending assistance under this section the Director is authorized to make grants for the payment of a reasonable allowance per meeting for attendance at neighborhood community action council or committee meetings and for the reimbursement of other necessary expenses to members of such councils or committees who are residents of the areas and members of the groups served in order to insure and encourage their maximum feasible participation in the development, conduct, and administration of community action programs: Provided, however, That no such payments shall be made to any person who is an employee of the United States Government or of a community action agency.*

(h)(1) *In making grants for programs in the field of family planning the Director shall assure that family planning services, including the dissemination of family planning information and medical assistance and supplies, are made available to all individuals who meet the criteria for eligibility for assistance under this part which have been established by the community action agency and who desire such information, assistance, or supplies.*

(2) *No such grant shall be approved unless it contains and is supported by reasonable assurances that in carrying out any program assisted by any such grant, the applicant will establish and follow procedures designed to insure that—*

(A) *no individual will be provided with any information, medical supervision or supplies which such individual states to be inconsistent with his or her moral, philosophical, or religious beliefs; and*

(B) *no individual will be provided with any medical supervision or supplies unless such individual has voluntarily requested such medical supervision or supplies.*

(3) *The use of family planning services provided by the applicant under such grant shall not be a prerequisite to the receipt of services from or participation in any other programs under this Act.*

[TECHNICAL ASSISTANCE

[SEC. 206. *The Director is authorized to provide, either directly or through grants or other arrangements, (1) technical assistance to communities in developing, conducting, and administering community action programs, and (2) training for specialized personnel needed to develop, conduct, or administer such programs or to provide services or other assistance thereunder.* **]**

TECHNICAL ASSISTANCE AND TRAINING

SEC. 206. *The Director is authorized to provide, either directly or through grants or other arrangements, (1) technical assistance to communities in developing, conducting, and administering community action programs, and (2) training for specialized or other personnel needed to develop, conduct, or administer such programs or to provide services or other assistance in connection with such programs or otherwise pertaining to the purposes of this part. The Director is also authorized, upon request of a grantee under this section, or sections 204, 205, or 209(b), to make special assignments of personnel to the grantee to assist and advise in the performance of functions related to the purposes of this part, except that in no event shall more than one hundred persons be employed for, or at any one time regularly engaged in, such assignments, nor shall any such special assignment be for a period of more than two years in the case of any grantee.*

RESEARCH[, TRAINING,] AND DEMONSTRATIONS

SEC. 207. The Director is authorized to conduct, or to make grants to or enter into contracts with institutions of higher education or other appropriate public agencies or private organizations for the conduct of research[, training,] and demonstrations pertaining to the purposes of this part. Expenditures under this section in any fiscal year shall not exceed 15 per centum of the sums appropriated or allocated for such year to carry out the purposes of this part.

LIMITATIONS ON FEDERAL ASSISTANCE

SEC. 208. (a) Assistance pursuant to sections 204 and 205 paid for the period ending [three] four years after the date of enactment of this Act shall not exceed 90 per centum of the costs referred to in those sections, respectively, and thereafter shall not exceed 50 per centum of such costs, unless the Director determines, pursuant to regulations adopted and promulgated by him establishing objective criteria for such determinations, that assistance in excess of such percentages is required in furtherance of the purposes of this part. Non-Federal contributions may be in cash or in kind, fairly evaluated, including but not limited to plant, equipment, and services.

(b) The Director is authorized to prescribe regulations establishing objective criteria pursuant to which assistance may be reduced below 90 per centum for such community action programs or components as have received assistance under section 205 for a period prescribed in such regulations.

(c) The expenditures or contributions made from non-Federal sources for a community action program or component thereof shall be in addition to the aggregate expenditures or contributions from non-Federal sources which were being made for similar purposes prior to the extension of Federal assistance. The requirement imposed by the preceding sentence shall be subject to such regulations as the Director may adopt and promulgate establishing objective criteria for determinations covering situations where a literal application of such requirement would result in unnecessary hardship or otherwise be inconsistent with the purposes sought to be achieved.

PARTICIPATION OF STATE AGENCIES

SEC. 209. (a) The Director shall establish procedures which will facilitate effective participation of the States in community action programs including, but not limited to, consultation with appropriate State agencies on the development, conduct, and administration of such programs.

(b) The Director is authorized to make grants to, or to contract with, appropriate State agencies for the payment of the expenses of such agencies in providing technical assistance to communities in developing, conducting, and administering community action programs.

(c) In carrying out the provisions of part B of title I and title II of this Act, no contract, agreement, grant, loan, or other assistance shall be made with, or provided to, any State or local public agency or any private institution or organization for the purpose of carrying out any program, project, or other activity within a State unless a plan setting forth such proposed contract, agreement, grant, loan, or other assistance has been submitted to the Governor of the State, and such plan has not been disapproved by the Governor within thirty days of such submission, or, if so disapproved, has been reconsidered by the Director and found by him to be fully consistent with the provisions and in furtherance of the purposes of this part: *Provided, however,* That this section shall not apply to contracts, agreements, grants, loans, or other assistance to any institution of higher education in existence on the date of the approval of this Act.

(d) When the Director receives an application from a private nonprofit agency for a community action program to be carried on in a community in which there is a community action agency carrying on a number of component programs, he shall, within five days, give notice to such community action agency and the Governor of the State in which the community is located of the receipt of such application. When the Director determines that a separate contract or grant is desirable and practical and that good cause has been shown, he is authorized to make a grant directly to, or to contract directly with, such agency.

(e) No private institution or organization shall be eligible for participation under this part unless it (1) is itself an institution or organization which has, prior to its consideration for such participation, had a concern with problems of poverty, or (2) is sponsored by one or more such institutions or organizations or by a public agency, or (3) is an institution of higher education (as defined by section 401(f) of the Higher Education Facilities Act of 1963).

EQUITABLE DISTRIBUTION OF ASSISTANCE

SEC. 210. The Director shall establish criteria designed to achieve an equitable distribution of assistance under this part within the States between urban and rural areas. In developing such criteria, he shall consider the relative numbers in the States or areas therein of: (1) low-income families, particularly those with children; (2) unemployed persons; (3) persons receiving cash or other assistance on a needs basis from public agencies or private organizations; (4) school dropouts; (5) adults with less than an eighth-grade education; (6) persons rejected for military service; and (7) persons living in urban

places compared to the number living in rural places as determined by the Bureau of the Census for the 1960 census.

PREFERENCE FOR COMPONENTS OF APPROVED PROGRAMS

[SEC. 211. In determining whether to extend assistance under this Act, the Director shall, to the extent feasible, give preference to programs and projects which are components of a community action program approved pursuant to this part.]

SEC. 211. (a) In determining whether to extend assistance under this Act, the Director shall, to the extent feasible, give preference to programs and projects which are components of a community action program approved pursuant to this part. The Director shall carry out this part of the Act in a manner designed to enhance community-wide cooperation and action and to encourage the establishment of local community action agencies in carrying out projects in the community pursuant to this part.

(b) If the Director determines that an independently funded program may help ease conflict or provide more operating efficiency, or is more economical, he is authorized to make grants to, or to contract with, independently funded public and private nonprofit agencies and organizations, in addition to the community action agency. For purposes of this section, an independently funded agency is one which operates programs of a limited scope and which does not have broad comprehensive community representation on its policymaking board.

(c) The Director shall make grants to, or contract with, independently funded public and private nonprofit agencies and organizations in predominantly rural areas in accordance with sections 210 and 617 where the Director determines it is not feasible within a reasonable period of time to establish community action agencies.

(d) If projects are of a regional nature and can be more efficiently operated on this basis, the Director may make grants to, or contract with, independently funded, public and private, nonprofit agencies and organizations for the conduct and administration of such projects.

COMPREHENSIVE HEALTH SERVICES PROGRAMS

SEC. 211-1. (a) The Director is authorized to make grants to, or to contract with, public or private nonprofit agencies in order to provide assistance necessary for the development and implementation of comprehensive health services programs focused upon the needs of persons residing in urban or rural areas having high concentrations of poverty and a marked inadequacy of health services. Such programs shall be designed—

(1) to make possible, with maximum feasible utilization of existing agencies and resources, the provision of comprehensive health services, including but not limited to preventive medical, diagnostic, treatment, rehabilitation, mental health, dental and follow-up services, together with facilities and rehabilitation necessary in connection therewith; and

(2) to assure that such services are made readily accessible to the residents of such areas, are furnished in a manner most responsive to their needs and with their participation, and wherever possible are combined with, or included within arrangements for providing, employment, education, social, or other assistance needed by the families and individuals served.

Before approving any program under this section, the Director shall consult with appropriate Federal, State, and local health agencies and take such steps, or impose such conditions, as may be required to make certain that the program will be carried on under competent professional supervision and that existing agencies providing services related to this section are furnished with all assistance necessary or appropriate in order to permit them to plan for participation in such program and for the necessary continuation of such services.

(b) The Director, either separately or as part of the annual report required under section 608, shall submit at least annually to the Congress a comprehensive statement describing the actions taken and progress made under this section and all other provisions of this Act in meeting the needs of the poor for expanded and improved health services. The Director shall also provide for studies of the nature and characteristics of health problems particularly significant to low-income persons.

(c) The Director is authorized, after consultation with the Secretary of Health, Education, and Welfare, to secure (by grant or contract) objective studies of the overall operation of the programs authorized under this section, including their relationship to and impact on the adequacy and availability of all relevant programs and services for meeting total health needs. Reports of such studies, together with such comments and recommendations as the Director and the Secretary of Health, Education, and Welfare may care to offer, shall be submitted to the President and the Congress.

PART B—ADULT BASIC EDUCATION PROGRAMS

DECLARATION OF PURPOSE

SEC. 212. It is the purpose of this part to initiate programs of instruction for individuals who have attained age eighteen and whose inability to read and write the English language constitutes a substantial impairment of their ability to get or retain employment commensurate with their real ability, so as to help eliminate such inability and raise the level of education of such individuals with a view to making them less likely to become dependent on others, improving their ability to benefit from occupational training and otherwise increasing their opportunities for more productive and profitable employment, and making them better able to meet their adult responsibilities.

GRANTS TO STATES

SEC. 213. (a) From so much of the sums appropriated or allocated to carry out this part as is not reserved pursuant to section 218, the Director shall make grants to States which have State plans approved by him under **[this section.]** *section 214.*

(b) Grants under subsection (a) may be used, in accordance with regulations of the Director, to—

(1) assist in establishment of pilot projects by local educational agencies, relating to instruction in public schools, or other facilities used for the purpose by such agencies, of individuals described in section 212, to (A) demonstrate, test, or develop modifications, or adaptations in the light of local needs, of special materials or methods for instruction of such individuals, (B) stimulate the development of local educational agency programs for instruction of such individuals in such schools or other facilities, and (C) acquire additional infor-

mation concerning the materials or methods needed for an effective program for raising adult basic educational skills;

(2) assist in meeting the cost of local educational agency programs for instruction of such individuals in such schools or other facilities; and

(3) assist in development or improvement of technical or supervisory services by the State educational agency relating to adult basic education programs.

STATE PLANS

SEC. 214. (a) The Director shall approve for purposes of this part the plan of a State which—

(1) provides for administration thereof by the State educational agency;

(2) provides that such agency will make such reports to the Director, in such form and containing such information, as may reasonably be necessary to enable the Director to perform his duties under this part and will keep such records and afford such access thereto as the Director finds necessary to assure the correctness and verification of such reports;

(3) provides such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting for Federal funds paid to the State under this part (including such funds paid by the State to local educational agencies);

(4) provides for cooperative arrangements between the State educational agency and the State health authority looking toward provision of such health information and services for individuals described in section 212 as may be available from such agencies and as may reasonably be necessary to enable them to benefit from the instruction provided under programs conducted pursuant to grants under this part; and

(5) sets forth a program for use, in accordance with section 213(b), of grants under this part which affords assurance of substantial progress, within a reasonable period and with respect to all segments of the population and all areas of the State, toward elimination of the inability of adults to read and write English and toward substantially raising the level of education of individuals described in section 212.

(b) The Director shall not finally disapprove any State plan submitted under this part, or any modification thereof, without first affording the State educational agency reasonable notice and opportunity for a hearing.

ALLOTMENTS

SEC. 215. (a) From the sums allocated for grants to States under section 213 for any fiscal year, the Director shall reserve such amount, but not in excess of 2 per centum thereof, as he may determine, and shall allot such amount among Puerto Rico, Guam, American Samoa, and the Virgin Islands according to their respective needs for assistance under this part. The remainder of the sums so allocated for a fiscal year shall be allotted by the Director on the basis of the relative number of individuals in each State who have attained age eighteen and who have completed not more than five grades of school or have not achieved an equivalent level of education, as determined by the Director on the basis of the best and most recent information available to him, including any relevant data furnished to him by the Depart-

ment of Commerce. The amount allotted to any State under the preceding sentence for any fiscal year which is less than \$50,000 shall be increased to that amount, the total thereby required being derived by proportionately reducing the amount allotted to each of the remaining States under the preceding sentence, but with such adjustments as may be necessary to prevent the allotment of any of such remaining States from being thereby reduced to less than \$50,000. For the purposes of this subsection, the term "State" shall not include Puerto Rico, Guam, American Samoa, and the Virgin Islands.

(b) The portion of any State's allotment under subsection (a) for a fiscal year which the Director determines will not be required, for the period such allotment is available, for carrying out the State plan (if any) approved under this part shall be available for reallocation from time to time, on such dates during such period as the Director may fix, to other States in proportion to the original allotments to such States under subsection (a) for such year, but with such proportionate amount for any of such other States being reduced to the extent it exceeds the sum which the Director estimates such State needs and will be able to use for such period for carrying out its State plan approved under this part; and the total of such reductions shall be similarly reallocated among the States whose proportionate amounts are not so reduced. Any amount reallocated to a State under this subsection during a year shall be deemed part of its allotment under subsection (a) for such year.

(c) The allotment of any State under subsection (a) for the fiscal year ending June 30, 1965, shall, except to the extent reallocated under subsection (b), remain available until June 30, 1966, for obligation by such State for carrying out its State plan approved under this part.

PAYMENTS

SEC. 216. (a) From a State's allotment available for the purpose, the Federal share of expenditures, under its State plan, for the purposes set forth in section 213(b) shall be paid to such State. Such payments shall be made in advance on the basis of estimates by the Director; and may be made in such installments as the Director may determine, after making appropriate adjustments to take account of previously made overpayments or underpayments; except that no such payments shall be made for any fiscal year unless the Director finds that the amount available for expenditures for adult basic educational programs and services from State sources for such year will be not less than the amount expended for such purposes from such sources during the preceding fiscal year.

(b) For the fiscal year ending June 30, 1965, and each of the [two] *three* succeeding fiscal years, the Federal share for each State [shall be] *shall not exceed* 90 per centum. For the succeeding fiscal year the Federal share for any State shall be 50 per centum.

OPERATION OF STATE PLANS; HEARINGS AND JUDICIAL REVIEW

SEC. 217. (a) Whenever the Director, after reasonable notice and opportunity for hearing to the State educational agency administering a State plan approved under this part, finds that—

(1) the State plan has been so changed that it no longer complies with the provisions of section 214, or

(2) in the administration of the plan there is a failure to comply substantially with any such provision, the Director shall notify such State agency that no further payments will be made to the State under this part (or in his discretion, that further payments to the State will be limited to programs under or portions of the State plan not affected by such failure), until he is satisfied that there will no longer be any failure to comply. Until he is so satisfied, no further payments may be made to such State under this part (or payments shall be limited to programs under or portions of the State plan not affected by such failure).

(b) A State educational agency dissatisfied with a final action of the Director under section 214 or subsection (a) of this section may appeal to the United States court of appeals for the circuit in which the State is located, by filing a petition with such court within sixty days after such final action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Director, or any officer designated by him for that purpose. The Director thereupon shall file in the court the record of the proceedings on which he based his action, as provided in section 2112 of title 28, United States Code. Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Director or to set it aside, in whole or in part, temporarily or permanently, but until the filing of the record, the Director may modify or set aside his order. The findings of the Director as to the facts, if supported by substantial evidence, shall be conclusive, but the court, for good cause shown, may remand the case to the Director to take further evidence, and the Director may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence. The judgment of the court affirming or setting aside, in whole or in part, any action of the Director shall be final, subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code. The commencement of proceedings under this subsection shall not, unless so specifically ordered by the court, operate as a stay of the Director's action.

TEACHER TRAINING PROJECTS

SEC. 218. Not to exceed 5 per centum of the sums appropriated or allocated to carry out this part for any fiscal year may be reserved and used by the Director to provide (directly or by contract), or to make grants to colleges and universities, State or local educational agencies, or other appropriate public or private nonprofit agencies or organizations to provide, training to persons engaged or preparing to engage as instructors for individuals described in section 212, with such stipends and allowances, if any (including traveling and subsistence expenses), for persons undergoing such training and their dependents as the Director may by or pursuant to regulation determine.

MISCELLANEOUS

SEC. 219. For purposes of this part—

(1) the term "State educational agency" means the State board of education or other agency or officer primarily responsible for

the State supervision of public elementary and secondary schools, or, if different, the agency or officer primarily responsible for supervision of adult basic education in public schools, whichever may be designated by the Governor or by State law, or, if there is no such agency or officer, an agency or officer designated by the Governor or by State law;

(2) the term "local educational agency" means a board of education or other legally constituted local school authority having administrative control and direction of public elementary or secondary schools in a city, county, township, school district, or political subdivision in a State, except that if there is a separate board or other legally constituted local authority having administrative control and direction of adult basic education in public schools therein, it means such other board or authority.

PART C—VOLUNTARY ASSISTANCE PROGRAM FOR NEEDY CHILDREN

STATEMENT OF PURPOSE

SEC. [219.] 219-1. The purpose of this part is to allow individual Americans to participate in a personal way in the war on poverty, by voluntarily assisting in the support of one or more needy children, in a program coordinated with city or county social welfare agencies.

AUTHORITY TO ESTABLISH INFORMATION CENTER

SEC. 220. (a) In order to carry out the purposes of this part, the Director is authorized to establish a section within the Office of Economic Opportunity to act as an information and coordination center to encourage voluntary assistance for deserving and needy children.

(b) It is the intent of the Congress that the section established pursuant to this part shall act solely as an information and coordination center and that nothing in this part shall be construed as interfering with the jurisdiction of State and local welfare agencies with respect to programs for needy children.

PART D—AUTHORIZATION OF APPROPRIATIONS

SEC. 221. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1965, and the [three] *five* succeeding fiscal years. For the purpose of carrying out this title, there is hereby authorized to be appropriated the sum of \$340,000,000 for the fiscal year ending June 30, 1965, and the sum of \$850,000,000 for the fiscal year ending June 30, 1966; and for the fiscal year ending June 30, 1967, and the [succeeding fiscal year] *three succeeding fiscal years*, such sums may be appropriated as the Congress may hereafter authorize by law.

TITLE III—SPECIAL PROGRAMS TO COMBAT POVERTY IN RURAL AREAS

STATEMENT OF PURPOSE

SEC. 301. It is the purpose of this title to meet some of the special problems of rural poverty and thereby to raise and maintain the

income and living standards of low-income rural families and migrant agricultural employees and their families.

PART A—AUTHORITY TO MAKE LOANS

SEC. 302. (a) The Director is authorized to make loans having maximum maturity of 15 years and in amounts not [exceeding \$2,500 in the aggregate] *resulting in an aggregate indebtedness of more than \$3,500 at any one time* to any low income rural family where, in the judgment of the Director, such loans have a reasonable possibility of effecting a permanent increase in the income of such families by assisting or permitting them to—

(A) acquire or improve real estate or reduce encumbrances or erect improvements thereon,

(B) operate or improve the operation of farms not larger than family sized, including but not limited to the purchase of feed, seed, fertilizer, livestock, poultry, and equipment, or

(C) participate in cooperative associations; and/or to finance non-agricultural enterprises which will enable such families to supplement their income.

(b) Loans under this section shall be made only if the family is not qualified to obtain such funds by loan under other Federal programs.

COOPERATIVE ASSOCIATIONS

SEC. 303. The Director is authorized to make loans to local cooperative associations furnishing essential processing, purchasing, or marketing services, supplies, or facilities predominantly to low-income rural families.

LIMITATIONS ON ASSISTANCE

SEC. 304. No financial or other assistance shall be provided under this part unless the Director determines that—

(a) the providing of such assistance will materially further the purposes of this part, and

(b) in the case of assistance provided pursuant to section 303, the applicant is fulfilling or will fulfill a need for services, facilities, or activities which is not otherwise being met.

LOAN TERMS AND CONDITIONS

SEC. 305. Loans pursuant to sections 302 and 303 shall have such terms and conditions as the Director shall determine, subject to the following limitations:

(a) there is reasonable assurance of repayment of the loan;

(b) the credit is not otherwise available on reasonable terms from private sources or other Federal, State, or local programs;

(c) the amount of the loan, together with other funds available, is adequate to assure completion of the project or achievement of the purposes for which the loan is made;

(d) the loan bears interest at a rate not less than (1) a rate determined by the Secretary of the Treasury, taking into consideration the average market yield on outstanding Treasury obligations of comparable maturity, plus (2) such additional charge, if any, toward covering other costs of the program as the Director may determine to be consistent with its purposes;

(e) with respect to loans made pursuant to section 303, the loan is repayable within not more than thirty years; and

(f) no financial or other assistance shall be provided under this part to or in connection with any corporation or cooperative organization for the production of agricultural commodities or for manufacturing purposes: *Provided, That (1) packing, canning, cooking, freezing, or other processing used in preparing or marketing edible farm products, including dairy products, shall not be regarded as manufacturing merely by reason of the fact that it results in the creation of a new or different substance; and (2) a cooperative organization formed by and consisting of members of an Indian tribe (including any tribe with whom the special Federal relationship with Indians has been terminated) engaged in the production of agricultural commodities, or in manufacturing products, on an Indian reservation (or former reservation in the case of tribes with whom the special Federal relationship with Indians has been terminated) shall not be regarded as a cooperative organization within the purview of this clause.*

PART B—ASSISTANCE FOR MIGRANT, AND OTHER SEASONALLY EMPLOYED, AGRICULTURAL EMPLOYEES AND THEIR FAMILIES

SEC. 311. The Director is authorized to develop and implement a program of loans, loan guarantees, and grants to assist State and local agencies, private nonprofit institutions, and cooperatives in establishing, administering, and operating programs which will meet, or substantially and primarily contribute to meeting, the special needs of migratory workers and seasonal farm laborers and their families in the fields of housing, sanitation, education, and day care of children.

PART C—AUTHORIZATION OF APPROPRIATIONS

SEC. 321. The Director shall carry out the program provided for in this title during the fiscal year ending June 30, 1965, and the [three] five succeeding fiscal years. For the purpose of carrying out this title, there is hereby authorized to be appropriated the sum of \$35,000,000 for the fiscal year ending June 30, 1965, and the sum of \$55,000,000 for the fiscal year ending June 30, 1966; and for the fiscal year ending June 30, 1967, and the [succeeding fiscal year] three succeeding fiscal years such sums may be appropriated as the Congress may hereafter authorize by law. Not to exceed \$15,000,000 of the funds appropriated under other titles of this Act for the fiscal year ending June 30, 1965, may also be utilized for the purposes of part B of this title.

PART D—INDEMNITY PAYMENTS TO DAIRY FARMERS

SEC. 331. (a) The Secretary of Agriculture is authorized to make indemnity payments, at a fair market value, to dairy farmers who have been directed since January 1, 1964, to remove their milk from commercial markets because it contained residues of chemicals registered and approved for use by the Federal Government at the time of such use. Such indemnity payments shall continue to each dairy farmer until he has been reinstated and is again allowed to dispose of his milk on commercial markets.

(b) There is hereby authorized to be appropriated such sums as may be necessary to carry out the purposes of this Act.

(c) The authority granted under this section shall expire on [June 30, 1966] *June 30, 1967*.

TITLE IV—EMPLOYMENT AND INVESTMENT INCENTIVES

STATEMENT OF PURPOSE

SEC. 401. It is the purpose of this title to assist in the establishment, preservation, and strengthening of small business concerns and improve the managerial skills employed in such enterprises; and to mobilize for these objectives private as well as public managerial skills and resources.

LOANS, PARTICIPATIONS, AND GUARANTIES

SEC. 402. (a) The Director is authorized to make, participate (on an immediate basis) in, or guarantee loans, repayable in not more than fifteen years, to any small business concern (as defined in section 3 of the Small Business Act (15 U.S.C. 632) and regulations issued thereunder), or to any qualified person seeking to establish such a concern, when he determines that such loans will assist in carrying out the purposes of this title, with particular emphasis on employment of the long-term unemployed: *Provided, however,* That no such loans shall be made, participated in, or guaranteed if the total of such Federal assistance to a single borrower outstanding at any one time would exceed \$25,000. The Director may defer payments on the principal of such loans for a grace period and use such other methods as he deems necessary and appropriate to assure the successful establishment and operation of such concern. The Director may, in his discretion, as a condition of such financial assistance, require that the borrower take steps to improve his management skills by participating in a management training program approved by the Director. The Director shall encourage, as far as possible, the participation of the private business community in the program of assistance to such concerns.

(b) *The Director is further authorized to make grants to, or contract with, public or private nonprofit agencies, or combinations thereof, to pay all or part of the costs necessary to enable such agencies to provide screening, counseling, management guidance, or similar assistance with respect to persons or small business concerns which receive or may be eligible for assistance under subsection (a). Financial assistance under this subsection shall be subject to the provisions of section 208 of this Act.*

COORDINATION WITH COMMUNITY ACTION PROGRAMS

SEC. 403. No financial assistance shall be provided under section 402 in any community for which the Director has approved a community action program pursuant to title II of this Act unless such financial assistance is determined by him to be consistent with such program.

FINANCING UNDER SMALL BUSINESS ACT

SEC. 404. Such lending and guaranty functions under this title as may be delegated to the Small Business Administration may be financed with funds appropriated to the revolving fund established by section 4(c) of the Small Business Act (15 U.S.C. 633(c)) for the

purposes of sections 7(a), 7(b), and 8(a) of that Act (15 U.S.C. 636(a), 636(b), 637(a)).

LOAN TERMS AND CONDITIONS

SEC. 405. Loans made pursuant to section 402 (including immediate participation in and guaranties of such loans) shall have such terms and conditions as the Director shall determine, subject to the following limitations—

- (a) there is reasonable assurance of repayment of the loan;
- (b) the financial assistance is not otherwise available on reasonable terms from private sources or other Federal, State, or local programs;
- (c) the amount of the loan, together with other funds available, is adequate to assure completion of the project or achievement of the purposes for which the loan is made;
- (d) the loan bears interest at a rate not less than (1) a rate determined by the Secretary of the Treasury, taking into consideration the average market yield on outstanding Treasury obligations of comparable maturity, plus (2) such additional charge, if any, toward covering other costs of the program as the Director may determine to be consistent with its purposes: *Provided, however,* That the rate of interest charged on loans made in redevelopment areas designated under the Area Redevelopment Act (42 U.S.C. 2501 et seq.) shall not exceed the rate currently applicable to new loans made under section 6 of that Act (42 U.S.C. 2505); and
- (e) fees not in excess of amounts necessary to cover administrative expenses and probable losses may be required on loan guaranties.

LIMITATION ON FINANCIAL ASSISTANCE

SEC. 406. No financial assistance shall be extended pursuant to this title where the Director determines that the assistance will be used in relocating establishments from one area to another or in financing subcontractors to enable them to undertake work theretofore performed in another area by other subcontractors or contractors.

[DURATION OF PROGRAM] AUTHORIZATION OF APPROPRIATIONS

SEC. 407. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1965, and the **[two]** *five* succeeding fiscal years. *For the purpose of carrying out the provisions of section 402(b), for the fiscal year ending June 30, 1967, and the three succeeding fiscal years, such sums may be appropriated as the Congress may authorize by law.*

TITLE V—WORK EXPERIENCE PROGRAMS

STATEMENT OF PURPOSE

SEC. 501. It is the purpose of this title to expand the opportunities for constructive work experience and other needed training available to persons who are unable to support or care for themselves or their families. In carrying out this purpose, the Director shall make maximum use of the programs available under the Manpower Development

and Training Act of 1962, as amended, and Vocational Educational Act of 1963.

PAYMENTS FOR EXPERIMENTAL, PILOT, AND DEMONSTRATION PROJECTS

SEC. 502. In order to stimulate the adoption of programs designed to help unemployed fathers and other needy persons to secure and retain employment or to attain or retain capability for self-support or personal independence, the Director is authorized to transfer funds appropriated or allocated to carry out the purposes of this title to the Secretary of Health, Education, and Welfare to enable him to make payments for experimental, pilot, or demonstration projects under section 1115 of the Social Security Act (42 U.S.C. 1315), subject to the limitations contained in section 409(a) (1) to (6), inclusive, of such Act (42 U.S.C. 609(a) (1)–(6)), in addition to the sums otherwise available pursuant thereto. Workers in farm families with less than \$1,200 net family income shall be considered unemployed for the purposes of this title. The costs of such projects to the United States shall, notwithstanding the provisions of such Act, be met entirely from funds appropriated or allocated to carry out the purposes of this title.

AUTHORIZATION OF APPLICATIONS

SEC. 503. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1965, and the **[three]** *five* succeeding fiscal years. For the purpose of carrying out this title, there is hereby authorized to be appropriated the sum of \$150,000,000 for the fiscal year ending June 30, 1965, and the sum of \$150,000,000 for the fiscal year ending June 30, 1966; and for the fiscal year ending June 30, 1967, and the **[succeeding fiscal year]** *three succeeding fiscal year*, such sums may be appropriated as the Congress may hereafter authorize by law.

TITLE VI—ADMINISTRATION AND COORDINATION

PART A—ADMINISTRATION

OFFICE OF ECONOMIC OPPORTUNITY

SEC. 601. (a) There is hereby established in the Executive Office of the President the Office of Economic Opportunity. The Office shall be headed by a Director who shall be appointed by the President, by and with the advice and consent of the Senate. There shall also be in the Office one Deputy Director and **[three]** *four* Assistant Directors who shall be appointed by the President, by and with the advice and consent of the Senate. The Deputy Director and the Assistant Directors shall perform such functions as the Director may from time to time prescribe.

(b) Notwithstanding the provisions of section 5(b) of the Reorganization Act of 1949 (5 U.S.C. 133z–3(b)), at any time after one year from the date of enactment hereof the President may, by complying with the procedures established by that Act, provide for the transfer of the Office from the Executive Office of the President and for its establishment elsewhere in the executive branch as he deems appropriate.

(c) The compensation of the Director of the Office of Economic Opportunity shall be fixed by the President at a rate not in excess of the annual rate of compensation payable to the Director of the Bureau of the Budget.

(d) The compensation of the Deputy Director of the Office of Economic Opportunity shall be fixed by the President at a rate not in excess of the annual rate of compensation payable to the Deputy Director of the Bureau of the Budget.

(e) The compensation of the Assistant Directors of the Office of Economic Opportunity shall be fixed by the President at a rate not in excess of the annual rate of compensation payable to the Assistant Secretaries of the Executive Departments.

AUTHORITY OF DIRECTOR

SEC. 602. In addition to the authority conferred upon him by other sections of this Act, the Director is authorized, in carrying out his functions under this Act, to—

(a) appoint in accordance with civil the service laws such personnel as may be necessary to enable the Office to carry out its functions, and, except as otherwise provided herein, fix their compensation in accordance with the Classification Act of 1949 (5 U.S.C. 1071 et seq.);

(b) employ experts and consultants or organizations thereof as authorized by section 15 of the Administrative Expenses Act of 1946 (5 U.S.C. 55a), compensate individuals so employed at rates not in excess of \$100 per diem, including travel time, and allow them, while away from their homes or regular places of business, travel expenses (including per diem in lieu of subsistence) as authorized by section 5 of such Act (5 U.S.C. 73b-2) for persons in the Government service employed intermittently, while so employed: *Provided, however, That contracts for such employment may be renewed annually;*

(c) appoint, without regard to the civil service laws, one or more advisory committees composed of such private citizens and officials of the Federal, State, and local governments as he deems desirable to advise him with respect to his functions under this Act; and members of such committees (including the National Advisory Council established in section 605), other than those regularly employed by the Federal Government, while attending meetings of such committees or otherwise serving at the request of the Director, shall be entitled to receive compensation and travel expenses as provided in subsection (b) with respect to experts and consultants;

(d) with the approval of the President, arrange with and reimburse the heads of other Federal agencies for the performance of any of his functions under this Act and, as necessary or appropriate, delegate any of his powers under this Act and authorize the redelegation thereof *subject to provisions to assure the maximum possible liaison between the Office of Economic Opportunity and such other agencies at all operating levels, which shall include the furnishing of complete operational information by such other agencies to the Office of Economic Opportunity;*

(e) utilize, with their consent, the services and facilities of Federal agencies without reimbursement, and, with the consent of any State or a political subdivision of a State, accept and utilize the services and facilities of the agencies of such State or subdivision without reimbursement;

(f) accept in the name of the Office, and employ or dispose of in furtherance of the purposes of this Act, or of any title thereof, any money, or property, real, personal, or mixed, tangible or intangible, received by gift, devise, bequest, or otherwise;

(g) accept voluntary and uncompensated services, notwithstanding the provisions of section 3679(b) of the Revised Statutes (31 U.S.C. 665(b));

(h) allocate and expend, or transfer to other Federal agencies for expenditure, funds made available under this Act as he deems necessary to carry out the provisions hereof, including (without regard to the provisions of section 4774(d) of title 10, United States Code) expenditure for construction, repairs, and capital improvements;

(i) disseminate, without regard to the provisions of section 4154 of title 39, United States Code, data and information, in such form as he shall deem appropriate, to public agencies, private organizations, and the general public;

(j) adopt an official seal, which shall be judicially noticed;

(k) notwithstanding any other provision of law relating to the acquisition, handling, or disposal of real or personal property by the United States, deal with, complete, rent, renovate, modernize, or sell for cash or credit at his discretion any properties acquired by him in connection with loans, participations, and guaranties made by him pursuant to titles III and IV of this Act;

(l) collect or compromise all obligations to or held by him and all legal or equitable rights accruing to him in connection with the payment of obligations until such time as such obligations may be referred to the Attorney General for suit or collection;

(m) expend, without regard to the provisions of any other law or regulation, funds made available for purposes of this Act (1) for printing and binding, and (2) for rent of buildings and space in buildings and for repair, alteration, and improvement of buildings and space in buildings rented by him; but the Director shall not utilize the authority contained in this clause (A) except when necessary in order to obtain an item, service, or facility, which is required in the proper administration of this Act, and which otherwise could not be obtained, or could not be obtained in the quantity or quality needed, or at the time, in the form, or under the conditions in which, it is needed, and (B) prior to having given written notification to the Administrator of General Services (if the exercise of such authority would affect an activity which otherwise would be under the jurisdiction of the General Services Administration) or the Chairman of the Joint Committee on Printing (if the exercise of such authority would affect an activity which otherwise would be under the jurisdiction of such Committee) of his intention to exercise such authority, the item, service, or facility with respect to which such authority is proposed to be exercised, and the reasons and justifications for the exercise of such authority; and

(n) establish such policies, standards, criteria, and procedures, prescribe such rules and regulations, enter into such contracts and agreements with public agencies and private organizations and persons, make such payments (in lump sum or installments, and in advance or by way of reimbursement, and in the case of grants, with necessary adjustments on account of overpayments or underpayments), and generally perform such functions and take such steps as he may deem to be necessary or appropriate to carry out the provisions of this Act.

[VOLUNTEERS IN SERVICE TO AMERICA

[SEC. 603. (a) The Director is authorized to recruit, select, train, and—

[(1) upon request of State or local agencies or private nonprofit organizations, refer volunteers to perform duties in furtherance of programs combating poverty at a State or local level; and

[(2) in cooperation with other Federal, State, or local agencies involved, assign volunteers to work (A) in meeting the health, education, welfare, or related needs of Indians living on reservations, of migratory workers and their families, or of residents of the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, or the Trust Territory of the Pacific Islands; (B) in the care and rehabilitation of the mentally ill or mentally retarded under treatment at nonprofit mental health or mental retardation facilities assisted in their construction or operation by Federal funds; and (C) in connection with programs or activities authorized, supported, or of a character eligible for assistance under this Act.

[(b) The referral or assignment of volunteers shall be on such terms and conditions as the Director may determine, but volunteers shall not be referred or assigned to duties or work in any State without the consent of the Governor.

[(c) The Director is authorized to provide to all volunteers during training and to volunteers assigned pursuant to subsection (a)(2) such stipend, not to exceed \$50 per month, such living, travel, and leave allowances, and such housing, transportation (including travel to and from the place of training), supplies, equipment, subsistence, clothing, and health and dental care as the Director may deem necessary or appropriate for their needs.

[(d)(1) Each volunteer shall take and subscribe to an oath or affirmation in the form prescribed by section 104(d) of this Act, and the provisions of section 1001 of title 18, United States Code, shall be applicable with respect to such oath or affirmation; but, except as provided in paragraph (2) of this subsection, volunteers shall not be deemed to be Federal employees and shall not be subject to the provisions of laws relating to Federal employment, including those relating to hours of work, rates of compensation, and Federal employee benefits.

[(2) All volunteers during training and such volunteers as are assigned pursuant to paragraph (2) of subsection (a) shall be deemed Federal employees to the same extent as enrollees of the Job Corps under section 106 (b), (c), and (d) of this Act, except that for purposes of the computation described in paragraph (2)(B) of section 106(c) the monthly pay of a volunteer shall be deemed to be that received under the entrance salary for GS-7 under the Classification Act of 1949.]

POLITICAL ACTIVITIES

SEC. 603. (a) For purposes of chapter 15 of title V of the United States Code any overall community action agency which assumes responsibility for planning, developing, and coordinating community wide antipoverty programs and receives assistance under this Act shall be deemed to be a State or local agency; and for purposes of the first sentence of section 1501(a)(1) and (2) of such chapter any agency receiving assistance under

the Economic Opportunity Act of 1964 (other than Part C of title I of such Act) shall be deemed to be a State or local agency.

(b) The Director, after consultation with the Civil Service Commission, is authorized to issue such regulations or impose such requirements as may be necessary or appropriate to supplement the provisions of subsection (a) of this section or otherwise to insure that programs assisted under this Act are not carried on in a manner involving the use of program funds, the provision of services, or the employment or assignment of personnel in a manner supporting, or resulting in the identification of such program with, any partisan political activity or any activity designed to further the election or defeat of any candidate for public office.

ECONOMIC OPPORTUNITY COUNCIL

SEC. 604. (a) There is hereby established an Economic Opportunity Council, which shall consult with and advise the Director in carrying out his functions, including the coordination of antipoverty efforts by all segments of the Federal Government.

(b) The Council shall include the Director, who shall be Chairman, the Secretary of Defense, the Attorney General, the Secretaries of the Interior, Agriculture, Commerce, Labor, and Health, Education, and Welfare, the [Housing and Home Finance Administrator,] *Secretary of Housing and Urban Development*, the Administrator of the Small Business Administration, the Chairman of the Council of Economic Advisers, the Director of Selective Service, and such other agency heads as the President may designate, or delegates thereof.

[NATIONAL ADVISORY COUNCIL

[SEC. 605. There is hereby established in the Office a National Advisory Council. The Council shall be composed of the Director, who shall be Chairman, and not more than twenty additional members appointed by the President, without regard to the civil service laws, who shall be representative of the public in general and appropriate fields of endeavor related to the purposes of this Act. Upon the request of the Director, the Council shall review the operations and activities of the Office, and shall make such recommendations with respect thereto as are appropriate. The Council shall meet at least once each year and at such other times as the Director may request.]

NATIONAL ADVISORY COUNCIL ON ECONOMIC OPPORTUNITY

SEC. 605. (a) *There is hereby established in the Office a National Advisory Council on Economic Opportunity (hereinafter referred to as the Advisory Council), to be composed of twenty-one members appointed, for staggered terms and without regard to the civil service laws, by the President. Such members shall be representative of the public in general and appropriate fields of endeavor related to the purposes of this Act. The President shall designate the chairman from among such members. The Advisory Council shall meet at the call of the chairman but not less often than four times a year. The Director shall be an ex officio member of the Advisory Council.*

(b) *The Advisory Council shall—*

(1) advise the Director with respect to policy matters arising in the administration of this Act; and

(2) *review the effectiveness and the operation of programs under this Act and make recommendations concerning (A) the improvement of such programs, (B) the elimination of duplication of effort, and (C) the coordination of such programs with other Federal programs designed to assist low income individuals and families.*

Such recommendations shall include such proposals for changes in this Act as the Advisory Council deems appropriate.

(c) *The Advisory Council shall make an annual report of its findings and recommendations to the President not later than March 31 of each calendar year beginning with the calendar year 1967. The President shall transmit each such report to the Congress together with his comments and recommendations.*

REVOLVING FUND

SEC. 606. (a) To carry out the lending and guaranty functions authorized under titles III and IV of this Act, there is authorized to be established a revolving fund. The capital of the fund shall consist of such amounts as may be advanced to it by the Director from funds appropriated pursuant to section 321 and shall remain available until expended.

(b) The Director shall pay into miscellaneous receipts of the Treasury, at the close of each fiscal year, interest on the capital of the fund at a rate determined by the Secretary of the Treasury, taking into consideration the average market yield on outstanding Treasury obligations of comparable maturity during the last month of the preceding fiscal year. Interest payments may be deferred with the approval of the Secretary of the Treasury, but any interest payments so deferred shall themselves bear interest.

(c) Whenever any capital in the fund is determined by the Director to be in excess of current needs, such capital shall be credited to the appropriation from which advanced, where it shall be held for future advances.

(d) Receipts from any lending and guaranty operations under this Act (except operations under title IV carried on by the Small Business Administration) shall be credited to the fund. The fund shall be available for the payment of all expenditures of the Director for loans, participations, and guaranties authorized under titles III and IV of this Act.

LABOR STANDARDS

SEC. 607. All laborers and mechanics employed by contractors or subcontractors in the construction, alteration or repair, including painting and decorating of projects, buildings and works which are federally assisted under this Act shall be paid wages at rates not less than those prevailing on similar construction in the locality as determined by the Secretary of Labor in accordance with the Davis-Bacon Act, as amended (40 U.S.C. 276a—276a-5). The Secretary of Labor shall have, with respect to such labor standards, the authority and functions set forth in Reorganization Plan Numbered 14 of 1950 (15 F.R. 3176; 64 Stat. 1267; 5 U.S.C. 133—133z-15), and section 2 of the Act of June 13, 1934, as amended (48 Stat. 948, as amended; 40 U.S.C. 276(c)).

REPORTS

SEC. 608. Not later than one hundred and twenty days after the close of each fiscal year, the Director shall prepare and submit to the

President for transmittal to the Congress a full and complete report on the activities of the Office during such year.

DEFINITIONS

SEC. 609. As used in this Act:

(a) The term "State" means a State, the Commonwealth of Puerto Rico, the District of Columbia, Guam, American Samoa, or the Virgin Islands, and for purposes of title I and part A of title II such term includes the Trust Territory of the Pacific Islands; and the term "United States", when used in a geographical sense, includes the foregoing and all other places, continental or insular, including the Trust Territory of the Pacific Islands, subject to the jurisdiction of the United States.

(b) The term "agency", unless the context requires otherwise, means department, agency, or other component of a Federal, State, or local governmental entity.

(c) The term "family," in the case of a Job Corps enrollee, means—

- (1) the spouse or child of an enrollee, and
- (2) any other relative who draws substantial support from the enrollee.

PROGRAMS FOR THE ELDERLY POOR

SEC. 610. It is the intention of Congress that whenever feasible the special problems of the elderly poor shall be considered in the development, conduct, and administration of programs under this Act. *The Director shall carry out such investigations and studies, including consultations with appropriate agencies and organizations, as may be necessary (A) to develop programs providing employment opportunities, public service opportunities, and education for the elderly poor under the provisions of this Act, and (B) to determine and recommend to the President and the Congress such programs requiring additional authority and the necessary legislation to provide such authority.*

LIMITATION ON SALARIES—LISTING OF CERTAIN EMPLOYEES

SEC. 610-1. (a) *The Director shall prescribe such rules and regulations as may be necessary to assure that none of the funds advanced or paid pursuant to any grant, contract, or agreement authorized under the provisions of parts A, B, and D of title I, part A of title II, and part B of title III, shall be used to pay any part of the salary of any officer or employee engaged in administering or conducting any program referred to in such provisions (except a person compensated as provided for in section 602 of this Act) in excess of the rate of compensation paid for comparable work in the area or locality in which the program activities assisted or supported by such grant, contract, or agreement are carried out: Provided, That the Director may authorize exceptions to the limitation stated in this section in those situations in which he finds such action is necessary because of unusual conditions of employment or because the duties involved in a particular job are such as to require the payment of higher salary in order to attract qualified personnel.*

(b) *Not later than sixty days after the close of the fiscal year 1967 and each fiscal year thereafter the Director shall prepare and submit to the President for submission to the Congress a list of the names of all officers or employees whose compensation is subject to the limitations set forth*

in subsection (a) of this section and who were receiving at the end of such fiscal year a salary of \$10,000 or more per year, together with the amount of compensation paid to each such person and the amount of such compensation paid from funds advanced or granted pursuant to this Act. No grant, contract or agreement shall be made under any of the provisions of this Act referred to in subsection (a) of this section which does not contain adequate provisions to assure the furnishing of information required by the preceding sentence.

PART B—COORDINATION OF ANTIPOVERTY PROGRAMS

COORDINATION

SEC. 611. (a) In order to insure that all Federal programs related to the purposes of this Act are carried out in a coordinated manner—

(1) the Director is authorized to call upon other Federal agencies to supply such statistical data, program reports, and other materials as he deems necessary to discharge his responsibilities under this Act, and to assist the President in coordinating the antipoverty efforts of all Federal agencies;

(2) Federal agencies which are engaged in administering programs related to the purposes of this Act, or which otherwise perform functions relating thereto, shall—

(A) cooperate with the Director in carrying out his duties and responsibilities under this Act; and

(B) carry out their programs and exercise their functions in such manner as will, to the maximum extent permitted by other applicable law, assist in carrying out the purposes of this Act; and

(3) the President may direct that particular programs and functions, including the expenditure of funds, of the Federal agencies referred to in paragraph (2) shall be carried out, to the extent not inconsistent with other applicable law, in conjunction with or in support of programs authorized under this Act.

(b) In order to insure that all existing Federal agencies are utilized to the maximum extent possible in carrying out the purposes of this Act, no funds appropriated to carry out this Act shall be used to establish any new department or office when the intended function is being performed by an existing department or office.

PREFERENCE TO COMMUNITY ACTION PROGRAMS

SEC. 612. To the extent feasible and consistent with the provisions of law governing any Federal program and with the purposes of this Act, the head of each Federal agency administering any Federal program is directed to give preference to any application for assistance or benefits which is made pursuant to or in connection with a community action program approved pursuant to title II of this Act.

INFORMATION CENTER

SEC. 613. In order to insure that all Federal programs related to the purposes of this Act are utilized to the maximum extent possible, and to insure that information concerning such programs and other relevant information is readily available in one place to public officials and other interested persons, the Director is authorized as he deems appro-

priate to collect, prepare, analyze, correlate, and distribute such information, either free of charge or by sale at cost (any funds so received to be deposited to the Director's account as an offset to such cost), and make arrangements and pay for any printing and binding without regard to the provisions of any other law or regulation.

PROHIBITION OF FEDERAL CONTROL

SEC. 614. Nothing contained in this Act shall be construed to authorize any department, agency, officer, or employee of the United States to exercise any direction, supervision, or control over the curriculum, program of instruction, administration, or personnel of any educational institution or school system.

AUTHORIZATION OF APPROPRIATIONS

SEC. 615. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1965, and the [three] five succeeding fiscal years. For the purpose of carrying out this title (other than for purposes of making credits to the revolving fund established by section 606(a)), there is hereby authorized to be appropriated the sum of \$10,000,000 for the fiscal year ending June 30, 1965, and the sum of \$30,000,000 for the fiscal year ending June 30, 1966; and for the fiscal year ending June 30, 1967, and the succeeding fiscal year, such sums may be appropriated as the Congress may hereafter authorize by law.

TRANSFER OF FUNDS

SEC. 616. Notwithstanding any limitation on appropriations under any title of this Act, *or under any Act authorizing appropriations for any such title (other than part C of title I)*, not to exceed 10 per centum of the amount appropriated or allocated from any appropriation for the purpose of enabling the Director to carry out programs or activities under any such title may be transferred and used by the Director for the purpose of carrying out programs or activities under any other such title; but no such transfer shall result in increasing the amounts otherwise available under any title by more than 10 per centum.

DISTRIBUTION OF BENEFITS BETWEEN RURAL AND URBAN AREAS

SEC. 617. The Director shall adopt appropriate administrative measures to assure that benefits of this Act will be distributed equitably between residents of rural and urban areas.

COORDINATION OF GOVERNMENT TRAINING PROGRAMS

SEC. 618. (a) *It shall be the responsibility of the Director, the Secretary of Labor, the Secretary of Health, Education, and Welfare, and the heads of all other departments and agencies concerned, acting through the President's Committee on Manpower, to provide for, and take such steps as may be necessary and appropriate to implement, the effective coordination of all programs and activities within the executive branch of the Government relating to the training of individuals for the purpose of improving or restoring employability.*

(b) *The Secretary of Labor, pursuant to such agreements as may be necessary or appropriate (which may include arrangements for reimbursement), shall—*

(1) be responsible for assuring that the Federal-State employment service provides and develops its capacity for providing maximum support for the programs described in subsection (a); and

(2) obtain from the Secretary of Commerce, the Secretary of Health, Education, and Welfare, the Director of the Office of Economic Opportunity, and the head of any other Federal agency administering a training program, such employment information as will facilitate the placement of individuals being trained.

PRIVATE ENTERPRISE PARTICIPATION

SEC. 619. The Director and the heads of any other Federal departments or agencies to which the conduct of programs described in this Act have been delegated shall take such steps as may be desirable and appropriate to insure that the resources of private enterprise are employed to the maximum feasible extent in the programs described in this Act. The Director and such other agency heads shall submit at least annually to the Congress a joint or combined report describing the actions taken and the progress made under this section.

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TITLE VIII—VOLUNTEERS IN SERVICE TO AMERICA

STATEMENT OF PURPOSE

SEC. 801. It is the purpose of this title to enable and encourage volunteers to participate in a personal way in the war on poverty, by living and working among deprived people of all ages in urban areas, rural communities, or Indian reservations, in migrant worker camps, and Job Corps camps and centers; to stimulate, develop, and coordinate programs of volunteer training and service; and, through such programs, to encourage individuals from all walks of life to make a commitment to combating poverty in their home communities, both as volunteers and as members of the helping professions.

AUTHORITY TO ESTABLISH VISTA PROGRAM

SEC. 802. (a) The Director is authorized to recruit, select, train, and—

(1) upon request of State or local agencies or private nonprofit organizations, refer volunteers to perform duties in furtherance of programs combating poverty at a State or local level; and

(2) in cooperation with other Federal, State, or local agencies involved, assign volunteers to work (A) in meeting the health, education, welfare, or related needs of Indians living on reservations, of migratory workers and their families, or of residents of the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, or the Trust Territory of the Pacific Islands; (B) in the care and rehabilitation of the mentally ill or mentally retarded under treatment at nonprofit mental health or mental retardation facilities assisted in their construction or operation by Federal funds; and (C) in connection with programs or activities authorized, supported, or of a character eligible for assistance under this Act.

(b) *The referral or assignment of volunteers under this section shall be on such terms and conditions (including restrictions on political activities that appropriately recognize the special status of volunteers living among the persons or groups served by programs to which they have been assigned) as the Director may determine; but volunteers shall not be so referred or assigned to duties or work in any State, nor shall programs under section 805 be conducted in any State, without the consent of the Governor.*

VOLUNTEER SUPPORT

SEC. 803. The Director is authorized to provide to all volunteers during training pursuant to section 802(a) and to volunteers assigned pursuant to section 802(a)(2) such stipend, not to exceed \$50 per month (or, in the case of volunteer leaders designated in accordance with standards prescribed by the Director, not to exceed \$100 per month), such living, travel, and leave allowances, and such housing, transportation (including travel to and from the place of training), supplies, equipment, subsistence, clothing, and health and dental care as the Director may deem necessary or appropriate for their needs.

APPLICATION OF PROVISIONS OF FEDERAL LAW

SEC. 804. (a) Each volunteer under section 802 shall take and subscribe to an oath or affirmation in the form prescribed by section 104(d) of this Act, and the provisions of section 1001 of title 18, United States Code, shall be applicable with respect to such oath or affirmation; but, except as provided in subsection (b) of this section, such volunteers shall not be deemed to be Federal employees and shall not be subject to the provisions of laws relating to Federal employment, including those relating to hours of work, rates of compensation, and Federal employee benefits.

(b) All volunteers during training pursuant to section 802(a) and such volunteers as are assigned pursuant to section 802(a)(2) shall be deemed Federal employees to the same extent as enrollees of the Job Corps under section 106 (b), (c), and (d) of this Act, except that for purposes of the computation described in paragraph (2) (B) of section 106(c) the monthly pay of a volunteer shall be deemed to be that received under the entrance salary for GS-7 under the Classification Act of 1949.

SPECIAL PROGRAMS AND PROJECTS

SEC. 805. The Director is authorized to conduct, or to make grants, contracts or other arrangements with appropriate public or private non-profit organizations for the conduct of, special programs in furtherance of the purposes of this title. Such programs shall be designed to encourage more effective or better coordinated use of volunteer services, including services of low-income persons, or to make opportunities for volunteer experience available, under proper supervision and for appropriate periods, to qualified persons who are unable to make long-term commitments or who are engaged in or preparing to enter work where such experience may be of special value and in the public interest. Individuals who serve or receive training in such programs shall not, by virtue of such service or training, be deemed to be Federal employees and shall not be subject to the provisions of laws relating to Federal employment, including those relating to hours of work, rates of compensation, and Federal employee benefits; except that such individuals who receive their principal

support or compensation with respect to such service or training directly from the Director or his agent for payment shall be deemed Federal employees to the same extent as volunteers assigned pursuant to section 802 (a)(2) of this Act. Not to exceed 15 per centum of the sums appropriated or allocated from any appropriations to carry out this title for any fiscal year may be used for programs under this section.

AUTHORIZATION OF APPROPRIATIONS

SEC. 806. (a) The Director shall carry out the program provided for in this title during so much of the fiscal year ending June 30, 1967, as follows the date of enactment of the Economic Opportunity Amendments of 1966, during the fiscal year ending June 30, 1968, and during the two succeeding fiscal years. For the purpose of carrying out this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years, such sums may be appropriated as the Congress may authorize by law.

SECTION 205(b)(2) OF THE NATIONAL DEFENSE EDUCATION ACT OF 1958, AS AMENDED

SEC. 205. (a) Total of the loans for any academic year or its equivalent, as determined under regulations of the Commissioner, made by institutions of higher education from loan funds established pursuant to agreements under this title may not exceed \$2,500 in the case of any graduate or professional student (as defined in regulations of the Commissioner), and may not exceed \$1,000 in the case of any other student. The aggregate of the loans for all years from such funds may not exceed \$10,000 in the case of any graduate or professional student (as so defined, and including any loans from such funds made to such person before he became a graduate or professional student), or \$5,000 in the case of any other student.

(b) Loans from any such loan fund to any student by any institution of higher education shall be made on such terms and conditions as the institution may determine; subject, however, to such conditions, limitations, and requirements as the Commissioner may prescribe (by regulation or in the agreement with the institution) with a view to preventing impairment of the capital of the student loan fund to the maximum extent practicable in the light of the objective of enabling the student to complete his course of study; and except that—

(1) such a loan shall be made only to a student who (A) is in need of the amount of the loan to pursue a course of study at such institution, and (B) is capable, in the opinion of the institution, of maintaining good standing in such course of study, and (C) has been accepted for enrollment as a student in such institution or, in the case of a student already attending such institution, is in good standing there either as an undergraduate, graduate, or professional student, and (D) is carrying at least one-half the normal full-time academic workload as determined by the institution;

(2) such a loan shall be evidenced by a note or other written agreement which provides for repayment of the principal amount, together with interest thereon, in equal installments (or, if the borrower so requests, in graduated periodic installments determined in accordance with such schedules as may be approved by

the Commissioner) payable quarterly, bimonthly, or monthly (at the option of the institution) over a period beginning nine months after the date on which the borrower ceases to carry, at an institution of higher education or at a comparable institution outside the States approved for this purpose by the Commissioner, at least one-half the normal full-time academic workload as determined by that institution, and ending ten years and nine months after such date, except that (A) interest shall not accrue on any such loan, and installments need not be paid during any period (i) during which the borrower is carrying, at an institution of higher education or at a comparable institution outside the States approved for this purpose by the Commissioner, at least one-half the normal full-time academic workload as determined by the institution, (ii) not in excess of three years, during which the borrower is a member of the Armed Forces of the United States, (iii) not in excess of three years during which the borrower is in service as a volunteer under the Peace Corps Act, or (iv) not in excess of three years during which the borrower is in service as a volunteer under [section 603] *title VIII* of the Economic Opportunity Act of 1964: *Provided*, That this clause shall apply to any loan outstanding on the effective date of the Peace Corps Act only with the consent of the then obligee institution, (B) any such period shall not be included in determining the ten-year period during which the repayment must be completed, (C) such ten-year period may also be extended for good cause determined in accordance with regulations of the Commissioner, (D) the institution may provide that installments need not be paid during any period or periods, aggregating not in excess of three years, during which the borrower is in less than half-time attendance at an institution of higher education taking courses which are creditable toward a degree, and may also provide that any such period shall not be included in determining the ten-year period during which the repayment must be completed, but interest shall continue to accrue during any such period, (E) the borrower may at his option accelerate repayment of the whole or any part of such loan, and (F) the institution may provide, in accordance with regulations of the Commissioner, that during the repayment period of the loan payments of principal and interest by the borrower with respect to all the outstanding loans made to him from loan funds established pursuant to this title shall be at a rate equal to but not less than \$15 per month;

SECTION 427 OF THE HIGHER EDUCATION ACT OF 1965

ELIGIBILITY OF STUDENT BORROWERS AND TERMS OF STUDENT LOANS

SEC. 427 (a) A loan by an eligible lender shall be insurable by the Commissioner under the provisions of this part only if—

- (1) made to a student who (A) has been accepted for enrollment at an eligible institution or, in the case of a student already attending such institution, is in good standing there as determined by the institution, and (B) is carrying at least one-half of the normal full-time workload as determined by the institution, and (C) has provided the lender with a statement of the institu-

tion which sets forth a schedule of the tuition and fees applicable to that student and its estimate of the cost of board and room for such a student; and

(2) evidenced by a note or other written agreement which—

(A) is made without security and without endorsement, except that if the borrower is a minor and such note or other written agreement executed by him would not, under the applicable law, create a binding obligation, endorsement may be required,

(B) provides for repayment (except as provided in subsection (c)) of the principal amount of the loan in installments over a period of not less than five years (unless sooner repaid) nor more than ten years beginning not earlier than nine months nor later than one year after the date on which the student ceases to carry at an eligible institution at least one-half the normal full-time academic workload as determined by the institution, except (i) as provided in clause (C) below, (ii) that the period of the loan may not exceed fifteen years from the execution of the note or written agreement evidencing it and (iii) that the note or other written instrument may contain such provisions relating to repayment in the event of default in the payment of interest or in the payment of the cost of insurance premiums, or other default by the borrower, as may be authorized by regulations of the Commissioner in effect at the time the loan is made,

(C) provides that periodic installments of principal need not be paid, but interest shall accrue and be paid, during any period (i) during which the borrower is pursuing a full-time course of study at an institution of higher education or at a comparable institution outside the States approved for this purpose by the Commissioner, (ii) not in excess of three years, during which the borrower is a member of the Armed Forces of the United States, [or] (iii) not in excess of three years during which the borrower is in service as a volunteer under the Peace Corps Act, or (iv) *not in excess of three years during which the borrower is in service as a volunteer under title VIII of the Economic Opportunity Act of 1964*, and any such period shall not be included in determining the ten-year period or the fifteen-year period provided in clause (B) above,

(D) provides for interest on the unpaid principal balance of the loan at a yearly rate, not exceeding the applicable maximum rate prescribed and defined by the Secretary (within the limits set forth in subsection (b)) on a national, regional, or other appropriate basis, which interest shall be payable in installments over the period of the loan except that, if provided in the note or other written agreement, any interest payable by the student may be deferred until not later than the date upon which repayment of the first installment of principal falls due, in which case interest that has so accrued during that period may be added on that date to the principal (but without thereby increasing the insurance liability under this part),

(E) provides that the lender will not collect or attempt to collect from the borrower any portion of the interest

on the note which is payable by the Commissioner under this part,

(F) entitles the student borrower to accelerate without penalty repayment of the whole or any part of the loan, and

(G) contains such other terms and conditions, consistent with the provisions of this part and with the regulations issued by the Commissioner pursuant to this part, as may be agreed upon by the parties to such loan, including, if agreed upon, a provision requiring the borrower to pay to the lender, in addition to principal and interest, amounts equal to the insurance premiums payable by the lender to the Commissioner with respect to such loan.

(b) No maximum rate of interest prescribed and defined by the Secretary for the purposes of clause (2)(D) of subsection (a) may exceed 6 per centum per annum on the unpaid principal balance of the loan, except that under circumstances which threaten to impede the carrying out of the purposes of this part, one or more of such maximum rates of interest may be as high as 7 per centum per annum on the unpaid principal balance of the loan.

(c) The total of the payments by a borrower during any year of any repayment period with respect to the aggregate amount of all loans to that borrower which are insured by the Commissioner under this part shall not be less than \$360 or the balance of all such loans (together with interest thereon), whichever amount is less.

SUPPLEMENTAL VIEWS OF SENATOR PELL

In voting to report out the poverty bill, I do so in recognition of the fact that there have been too many instances where poor judgment has been exercised and maladministration has occurred. I realize, also, and regret the large amounts of money authorized, but I regret even more the conditions of poverty, illiteracy, and unemployability that still plague our country and that require strong remedial action.

To my mind, this is a capital investment program which seeks to eliminate the miserable cycle of poverty and lack of motivation which has affected many segments of the American population for generations. This is not a welfare or palliative program—it seeks to be a remedial or curative program. And, hence, while expensive in the short run, it can save our taxpayers a great deal of money in the long haul, both by getting families off relief and welfare, and by increasing our national productivity.

Because I am concerned about the growth of bureaucracy in administering the program, the so-far limited results, and the serious question of whether the people who most need the help are truly getting it, I strongly recommend that there should be a study in depth by a disinterested, clearly objective organization on the administration of the entire program in order to increase its efficiency and effectiveness in attaining our objectives. I believe there should also be an in-depth legislative investigation of the whole program early in this coming Congress, and, thereafter, close and continuing legislative security.

The objective here is a big one—the elimination of poverty and illiteracy in the United States—and when one is dealing with big objectives, there are bound to be errors. All told, I believe that the Office of Economic Opportunity is moving ahead in the right direction and that for every error that is made there are far more successes and steps forward.

CLAIBORNE PELL.

ADDITIONAL VIEWS

Since we last wrote our additional views, the administration has finally adopted the suggestion of the minority to give this program a full-time Director instead of one having to wear two hats. But a morass of administrative or organizational difficulties remain unresolved, difficulties which not only impede the achievement of the program's valuable goals but, as our constituent mail amply testifies, weaken public support for the program. We hear constant reference to political manipulation of the program, to repeated delays which sap the enthusiasm of the community, to waste, lack of followup, and simple mismanagement—let alone the disorganization caused by this summer's program uncertainties.

But although OEO has not yet put its own house in order, neither has the Congress much improved the situation. We are facing an increasingly complex web of legislative programs, many of which overlap, duplicate functions, and decentralize authority within the executive branch. The Congress needs a surer sense of the priorities involved and of the success of different approaches, but this should not displace efforts by the administration to coordinate and pool resources among similar programs being administered by different agencies.

We strongly urge the administration, now that the antipoverty program has been in being for 2 years, to strive to compile a record of careful oversight, management, and coordination. Such a record will be needed if this program is to retain its popular and political support; "growing pains" will no longer excuse gross error. We have attempted in our legislative review to reflect our concern for this set of problems and we are gratified that a number of suggestions by the minority have been included in the bill and in this report.

(1) A set of amendments offered by Senator Murphy provides for more strict standards of conduct and disciplinary enforcement in Job Corps centers, for the curtailment of unnecessary travel expenses generated by the assignment of enrollees to distant camps when there is space available in nearby facilities, and for needed followup activities by the Director to check on the effectiveness of the program. Senator Prouty successfully urged the insertion of language elsewhere in this report urging the provision of adequate testing and counseling for enrollees in both the Job Corps and Neighborhood Youth Corps, with the information generated by such services to be made available to the Department of Labor for improved placement and followup procedures.

(2) An amendment sponsored by Senator Murphy sought to meet the danger of political manipulation of the poverty program by placing under the Hatch Act governing political activities those employees of community action and delegate agencies who received the principal part of their salary from funds appropriated under this act. This amendment, accepted by the Senate last year without a single voice raised in opposition, but deleted in conference with the House, stimu-

lated the submission this year of a revised version by the OEO which was adopted by the committee.

(3) Senator Prouty offered an amendment accepted by the committee which makes the existing National Advisory Council an independent and meaningful body for the first time by displacing the Director from the chairmanship (where he was supposed to advise himself on conduct of the program), by requiring that the Council meet a minimum number of times each year, and by calling for an annual report of its recommendations to be filed with the President and the Congress.

(4) An amendment offered by Senators Javits and Murphy deals with the problem of excessive salaries paid to poverty program employees, a point which has produced a good deal of criticism throughout the country, by requiring that such salaries not exceed the rates of compensation paid for comparable work and that a list of the names of employees paid \$10,000 or more be made available annually to the Congress.

(5) Senator Javits offered a new section 618 designed to strike at the problem of duplication and lack of coordination between Federal agencies administering training and employment programs by instructing the agencies involved to coordinate their efforts through the President's Committee on Manpower, chaired by the Secretary of Labor, and by requiring the Secretary of Labor to develop the capacity of the Federal-State employment service to support these programs.

We have not, however, considered only the problems of organization and administration which beset the war on poverty. In several areas additions to the Director's legal authority were necessary to provide desirable flexibility and program coverage.

(1) Senator Javits sponsored a provision which would permit the establishment of youth employment and training programs on a combined residential and nonresidential basis, involving the use of resources and authority under both the Job Corps and Neighborhood Youth Corps parts of title I. This would introduce flexibility and economy by allowing both programs to use each other's facilities.

(2) An amendment offered by Senator Fannin exempts cooperatives formed by Indian tribes from the prohibition of title III-A barring loans to certain cooperatives. This amendment is desirable in view of the fact that these tribes traditionally conduct much of their business activity through cooperatives, a unique situation which was not within the intentment of the Congress in seeking to bar loans to corporations and cooperative organizations engaged in manufacturing.

(3) Finally, Senator Javits, with Senators Kuchel and Prouty, introduced a set of amendments which were adopted providing for the full use of the resources of the private sector and authorizing contracts with private enterprise in support of the program where such authority did not previously exist. A new section 619 also requires a report from the agency heads involved on their efforts and progress in this respect. Language in the report offered by Senator Javits details the purpose of these amendments and suggests certain steps that should be taken to implement them.

In view of the serious problems which remain unresolved, we would strongly urge that the committee undertake a careful investigation of the poverty program before the next session expires. Such an investigation, whether by committee staff or by competent outside consultants, should examine such questions as (1) whether OEO is acting

properly to insure the maximum feasible participation of the poor; (2) whether funds are being expended on low priority programs when more critical problems remain unresolved; (3) whether the resources of other Federal, State, local and private programs are being adequately woven together in support of the antipoverty effort; and (4) whether administrative responsibility is properly placed for the elements of the program.

JACOB K. JAVITS.
WINSTON PROUTY.
PETER H. DOMINICK.
GEORGE MURPHY.
PAUL J. FANNIN.
ROBERT P. GRIFFIN.

INDIVIDUAL VIEWS OF SENATOR PROUTY

My individual views with respect to S. 3164 are pretty well incorporated in the text of the following letter addressed to President Johnson:

DEAR MR. PRESIDENT: Several times recently you have expressed fear that the economy was in danger of overheating.

I regret to say, Mr. President, that it is a very real and present danger. For the raging fires of inflation are destroying the value of our savings, consuming the purchasing power of our dollars, and belching the black smoke of skyrocketing interest rates over the torrid flames of spiraling increases in the cost of consumer goods.

That you are fully cognizant of what is happening is underscored by the fact that some of your key advisers are beginning to indicate the need for a general tax increase (presumably after the November elections) unless there are substantial reductions in Federal spending.

If the need for reducing cash flow into the economy via public sector programs is indeed pressing, and I think it is, then I respectfully suggest we avail ourselves of this timely opportunity to exercise restraint while not sacrificing the benefits from programs previously funded, now in operation and having widespread popular appeal.

But, Mr. President, you seem to have been saying that funds for such projects as the school lunch program, the school milk program, payments to school districts, student loan programs, various health and medical programs, including heart and cancer research, and many other programs too numerous to mention should either be drastically reduced or eliminated altogether, and that the money thereby saved should be used to fund new or relatively new and untried programs which some of your aids advocate. And the only option, or so it is said, is that if Congress insists on keeping programs it believes have served our citizens well it must also accept the new proposals and the people will have to pay the bill either through higher taxes or rampant inflation or both.

I am sure that neither you nor the Congress wishes to be confronted with these alternatives so perhaps the time has arrived for the President and the Congress "to come and reason together" in the hope that meaningful compromises can be reached.

Before bringing this already too long letter to a close I should like to call attention to the action taken by the Committee on Labor and Public Welfare on S. 3164 which authorizes funds for the War on Poverty.

The committee during the final markup seemed determined to report the bill at any cost (no pun intended) and the final authorizations totaled \$2,496 million. This represented an increase of \$746 million above your budget request.

Inasmuch as more than a quarter of the fiscal year has already gone it seemed wholly logical to reduce the authorizations by 25 percent. This would have brought about a reduction of \$624 million and still left the authorizations \$122 million above the budget request. But when I proposed the amendment it was summarily rejected.

And so, Mr. President, that is where the matter rests. As you know, I share something of your awareness of the needs of America's poor. To be effective the War on Poverty must have funds to assist in meeting the needs of our underprivileged children and culturally disadvantaged citizens.

Some functions of the War on Poverty are useful and constructive, but others are ill-conceived or poorly administered or carry cost factors which cannot be justified.

In my opinion, Mr. President, the program should be reviewed in its entirety and in much greater detail than was possible this year.

But in any event, it is my conviction that nothing approaching the funding authorized by the committee can possibly be spent wisely or effectively during the balance of the present fiscal year.

If you share this view and are seriously concerned with current budgetary problems, I hope very much that the full weight of your influence and prestige will be brought to bear in order that meaningful reductions in the funding can be effectuated.

Please be assured of my full cooperation.

Sincerely,

WINSTON PROUTY.

I am distressed that there is relatively little in the bill to meet the needs of our elderly retired citizens, many of whom find it impossible to provide themselves with even the basic essentials.

But I shall continue my best efforts through one means or another to bring them the help they so richly deserve.

WINSTON PROUTY.

INDIVIDUAL VIEWS OF SENATOR DOMINICK

The poverty problem is unquestionably a matter of great national concern. As citizens of this nation, we are determined that all of our people be given the opportunity and assistance to improve their position and overcome environmental and educational disadvantages. The question is how do we reduce poverty efficiently and meaningfully.

The authorizations contained in this bill that the committee now reports are totally unrealistic when measured against the fiscal crisis now facing our Nation, and the minimum successes achieved to date in the war on poverty. The bill authorizes the appropriation of \$2,496 million—three-fourths of a billion dollars more than the President's budget request; three-fourths of a billion dollars more than contained in the bill reported by the House committee; three-fourths of a billion dollars more than last year's authorization; and \$1 billion more than was appropriated for the program during the last fiscal year.

Government spending must be reduced on essential as well as non-essential programs. The housewives, the homebuyers, and the businessmen are all feeling the effects of our inflationary economy. Retired people living on small fixed incomes have been dramatically affected by the inflationary spiral, and phony figures on the ratio of increased earnings to increased costs will not appease them. While it is often difficult for people to grasp the relationship between Government spending and inflation, they do readily understand the relationship between Government spending and increased taxes. Unless we in Congress face our responsibility, we must share the blame for increased inflation and indeed for any tax increase which may well come in the immediate future. The President has placed the onus for our fiscal plight squarely on the shoulders of Congress. While this assessment is not entirely fair, we must certainly share an ever increasing amount of responsibility for our country's fiscal plight unless we are willing to pay more than lipservice to the need for a drastic reduction in our Federal spending. This bill offers the Senate a clear challenge for the exercise of that responsibility. The bill is clearly excessive, and fiscal prudence would demand that the authorizations be reduced.

Aside from the purely fiscal consideration, I am not convinced that the sharp increase in authorizations, is warranted. The modest successes of the program do not in my judgment justify the tremendous increases in the authorization. The War on Poverty was declared amidst hopes and expectations that the enemy "poverty" could be defeated, but these hopes and expectations have generally been shattered. For the battle under the command of the Office of Economic Opportunity has been conducted in an unbelievably inefficient and ineffective manner. The result is that, rather than advancing, we have at best held our ground—and the enemy—poverty—continues to be formidable. Too frequently those in command of the war on poverty have been more interested in building a bureaucracy than in destroying poverty.

If we are going to make substantial progress in our war against poverty, we are going to have to begin to face reality and discuss, what I call, "the poverty of the war." We must examine the poverty of its administration, the poverty of its imagination, the poverty of its leadership, and the poverty of its effectiveness. Only by realistically evaluating the war and pointing out its defects, can we hope to improve it and to make it effective in combating poverty.

The record is replete with instances of mismanagement of both funds and people. The Job Corps is a prime example of the poverty of administration in the poverty program. The newspapers have been full of stories concerning the deplorable conduct of Job Corps enrollees. The cost of training the Job Corps enrollees is extremely excessive when measured against the results of the program. The Job Corps Camp at Tongue Point, Oreg. has spent \$13,000 per enrollee and it has been reported that 32 camps have a \$7,000 to \$8,999 cost per man-year range, while 9 centers have a cost range of \$11,000 to \$14,000 per man-year. The Job Corps has hired a large number of people at salaries far, far greater than the salaries they were previously making. At the Kilmer Job Corps Center, a man who was making \$2,700 per year was hired as a manager-administrator at \$15,400. Another man was hired as an administrator of vocational services at a salary of \$13,000 even though his previous salary was \$3,300. It is doubtful whether raises of this magnitude are necessary as an incentive to attract competent people. Too much money is being spent on high salaries and too little money on the poor.

There have been successes in the war on poverty, but these successes do not justify the fiscal vote of confidence given the program in this bill. I would submit that until the OEO demonstrates the desire and the ability to manage the program prudently, the funds should at least be held to last year's level. The abuses in the program should and must be corrected before additional sums are provided to expand the program.

Many constructive amendments were adopted in committee which should help correct some of the administrative and screening problems which have plagued the program.

However, in my judgment, the challenge offered by the war on poverty is so great that what is needed are some basic changes in programing and philosophy outside the context of the Office of Economic Opportunity.

For example, I would like to see that portion of the community action program known as Project Headstart, institutionalized and transferred from the OEO to the Office of Education. This program has been widely accepted by the public, and has been successfully oriented into existing educational groups, both public and private. The program has its roots in the field of education and should draw on the education expertise of the Office of Education. There is far too little continuity between Headstart and the public and private schools. The progress which our culturally deprived children are achieving under Headstart may be lost unless there is better coordination in bridging the gap between the Headstart program and our schools. The schools must be better prepared to follow up on Headstart and Headstart must be better prepared to orient both their educational and important cultural programs toward the schools. I am frankly concerned that the success of this program may be damaged by the lack of administrative expertise in OEO. I also fear

that the strong public confidence in Headstart will be eroded by the public mistaking Headstart for other OEO programs.

Most of the problems which have arisen in the program can be traced directly to the OEO's administrative mismanagement of people and funds. I offered an amendment to the Elementary and Secondary Education Act which would have transferred the Headstart program from OEO to the Office of Education. This amendment was regrettably rejected by the full committee of the Senate Committee on Labor and Public Welfare.

I also feel that our war on poverty could be strengthened if the proposed Human Investment Act were employed in the battle. This proposal would give the participating businesses a 7 percent tax credit against the cost of training people for useful and productive employment. It would hopefully enlist the support of business in training severely disadvantaged people who cannot now be economically trained. This would be a practical way in which to enlist the genius of American business even more directly into the war on poverty.

I would like to touch briefly on another proposal which I feel has great potential as a new weapon in the war on poverty. I would urge that the vast knowledge and experience of voluntary service and welfare organizations such as the Red Cross, the United Fund, the Salvation Army, the various denominational welfare groups, the Big Brother movement, the Boy Scouts and many others be enlisted to help wage the war on poverty. The power and effectiveness of volunteer organizations in solving complex problems is tremendous and vastly underemployed. These groups have demonstrated that they possess tremendous know-how and abilities in solving specific, complex problems. Their leadership and resourcefulness could and should be brought to bear in trying to find solutions to some of the most vexing problems in the current war on poverty. Their role could provide the necessary catalyst for bringing the private sector of our economy into the war. I am convinced that these organizations could, in many instances, complement the Federal effort and in some instances actually supplant various Federal programs.

These are just a few ways in which the war on poverty could be improved. There are many other alternative solutions which have been offered. In my judgment, it is imperative that some of these various alternatives be enlisted in our war on poverty.

Those in charge of our war on poverty must come to realize that money is not a substitute for imaginative ideas or sound administration. Until the OEO has compiled a better management record and can demonstrate more concrete evidence of success, I cannot support an increase in authorizations of the magnitude contemplated in this bill.

PETER H. DOMINICK.

INDIVIDUAL VIEWS OF SENATOR MURPHY

The committee in recommending an authorization for S. 3164 exceeded the President's budget by more than 33 percent. This recommendation cannot be justified and lacks both common and fiscal sense.

Inflation is here. Housewives throughout the country are feeling the economic pinch. Citizens living on fixed incomes are finding it increasingly difficult to meet everyday expenses. The administration has admonished everyone from the housewives to the Governors to trim their budgets in an effort to combat inflation. The primary blame for inflation must rest with the Federal Government. Yet, if the Federal Government does not practice the economizing that it preaches, we cannot expect others to act any differently. If the country, as a whole, followed the committee's "fiscal restraint," Heaven help us.

An administration tax increase is on the horizon; only the November elections delay the announcement. Recent statements by Cabinet officials make this clear. With today's inflation and the growing war in Vietnam, the committee's action not only further feeds inflation but also is an open invitation for a tax increase. In committee, I supported an amendment bringing the program more in line with the President's budget. Unfortunately it was rejected. I hope that the Senate will reverse the action of the committee by reducing the authorization. By so doing, we can help to prevent a tax increase.

Even if the poverty program could be considered in a vacuum and inflation, the war in Vietnam, and the coming tax increases were removed from our consideration, the overall record of the poverty program certainly has not justified increased expenditures. The poverty program has been in existence for approximately 2 years. Over \$2.7 billion has been provided, and if the Senate concurs with the committee's recommendations, the total will rise to over \$5 billion. The committee is recommending \$2.496 billion, which is \$746 million over the administration's request.

To say that the poverty program has had problems is an understatement. I cannot say for certain that the Office of Economic Opportunity is the worst run agency in Washington, but I have not come across an agency where such administrative chaos and inefficiency reigned.

The poverty program has become embroiled in politics, has lacked adequate accounting of funds, has paid excessive salaries, and has not produced the hard data that would permit an objective evaluation.

It is virtually impossible to dig deeply into all aspects of the program; therefore, I focused my attention primarily on those areas that most need improvement.

I have tried for some time to keep the poverty program free from politics. Efforts by Americans to help their fellow citizens began long before the "war on poverty." Americans have always been proud

of this effort, and also proud of the fact that this work has remained bigger than narrow partisan politics. This is why I have been so concerned with the political activities that threaten to overrun and destroy the poverty program.

I am not satisfied with the committee's political activity restriction provision, although I do regard it as a step in the right direction and as a limited recognition of the principle that the program should be free from politics. The committee's amendment was drafted by OEO. Recognizing the strong sentiment both in the Congress, as evidenced by the 25 cosponsors of my Hatch Act amendment, and the feelings of the American people, as evidenced by the results of the poll by Mr. Sam Lubell that politics should be removed from the program, OEO realized that Congress was going to act affirmatively on the Hatch Act amendment. The committee's watered-down approach leaves serious loopholes.

These same people who previously argued that the Hatch Act amendment is not needed now argue that the committee's amendments will do the job.

What about the VISTA volunteers? Since all of my colleagues are politically astute, the potential for abuse is readily apparent. Who would make a better political block worker than a VISTA volunteer who had developed a good rapport among the disadvantaged? The Senate Labor and Public Welfare Committee's report last year in discussing an included prohibition on the political activities of VISTA volunteers stated:

The bill includes, finally, one additional amendment relating to VISTA which was adopted by the committee. This would make the Hatch Political Activities Act applicable to volunteers. Although volunteers for many purposes are not deemed employees of the Federal Government, their relationship with the Government has many characteristics of an employment relationship. The committee believes that they should be subject to the same restrictions on political activity as regular Federal employees.

It should also be pointed out that the committee's restrictions on political activities cover only the so-called umbrella community action organizations. How easy it will be to circumvent the restrictions by funding to independent agencies. This is particularly true when one examines section 7 of S. 3164. This section will authorize independent funding of community action programs. Independent organizations so funded would be free from the committee's prohibition on political activity.

If we are really serious about making the poverty program for the poor and not for the politicians—and I hope we are—then I hope we will see to it that once and for all that the program is taken from the politicians. I hope that the full Senate will concur with this view.

At this point, I would call my colleagues' attention to, and applaud, the committee's action transferring the adult basic education program to the Office of Education. I strongly supported the transfer because it makes good sense to have the department with the experience and the expertise administering educational programs. Further, it should help to eliminate needless duplicity and confusion.

Just as the Office of Education is the most qualified agency in the field of education, it is the Labor Department which possesses the

expertise in the manpower development and training field. For the same reasons and because of the deficiencies in the administration of the Job Corps program by the Office of Economic Opportunity, I also advocate the transfer of the Job Corps program to the Department of Labor.

Indictments against the Job Corps are many; all can be traced to its administration. The main administration deficiencies include:

1. *Inadequate screening procedures and the lack of discipline have harmed the Job Corps program.*—When the Job Corps began, OEO officials envisioned the enrollment of 40,000 youths the first year. Anxious to fill these slots, Job Corps enrollees were admitted without adequate screening. Many entered camps with serious records of which no one was aware. The harvest of this neglect is a matter of record. Knifings, shootings, and other violence erupted in the camps. Criminal gangs were in operation at some camps. I have been concerned with the effect of mixing these youngsters with the regular enrollees. I am afraid that these “hardened youngsters” would not only unduly influence but also jeopardize the training of other corpsmen. Because of this concern, I proposed the establishment of special training centers for such youths. Such a center would safeguard the regular enrollees and at the same time provide the special care needed to rehabilitate the “hard cases.” Although the committee did not accept my amendment, the committee’s report requests the Office of Economic Opportunity to report to the Congress by January 15, 1967, on the feasibility of my proposal.

I also introduced amendments to improve the screening procedures. While OEO revealed to the committee their “current criteria” for screening, I fail to understand why they took so long to develop such standards and how certain troublemakers gained admission. In addition, I proposed that enrollees be fingerprinted to enable identification and to improve the screening process. This is not a burdensome or offensive requirement. Inductees and enlistees in the military service are fingerprinted. The committee rejected this proposal. However, the report directs the OEO to examine my fingerprinting amendment and report to the Congress by January 15, 1967.

To improve the discipline at the centers, I urged that the directors be given authority to dismiss an enrollee, of course, subject to the right of appeal. Present policy necessitates that the director secure Washington’s approval prior to the dismissal of an enrollee. The Office of Economic Opportunity readily admitted that inordinate delays, between the time when the camp director recommended dismissal and final approval was given from Washington, have occurred. The Office of Economic Opportunity advised the committee that guidelines have been promulgated permitting the dismissal of a corpsman by a Job Corps urban center director. The director should be given this authority. When the salaries paid to Job Corps camp directors often exceed \$20,000, they should be responsible enough and capable enough to make the needed on-the-spot decisions regarding dismissals.

2. *The cost of the Job Corps program has been exorbitant.*—When the Job Corps program began, many expressed alarm that the cost per enrollee would approximate \$4,800. Cost per enrollee now is estimated between \$9,000 and \$13,000 yearly. Unless we receive clear evidence that the Job Corps program is producing results, I do not believe that the American people will tolerate this cost for too long.

Unless we want to place the Job Corps program in jeopardy, we must take steps to reduce its cost. In order to reduce the cost, salaries must be kept in line, the dropout rate must be reduced, enrollees must be assigned to the nearest appropriate Job Corps center and not flown across the country, and the staff-enrollee ratio must be made more reasonable. I introduced two amendments along these lines. The first amendment, which was accepted, placed a limitation on the salaries of poverty employees. It required that salaries of poverty officials be comparable to the salaries paid for similar work in the area being served by the program. Further, the Office of Economic Opportunity is required by this amendment to report to the Congress on all poverty employees receiving a salary in excess of \$10,000 or more per year. This amendment, not confined to the Job Corps program, would also cover the work training programs of title I, the Community Action programs of title II, and the migrant programs of title III.

I have been concerned with the reports in the press of the transportation of Job Corps enrollees across the country. This year, I visited the Women's Job Corps Center in Los Angeles and at the time of my visit, they listed 83 graduates. Of these graduates, I found only three came from California. Just as many came from Maryland and Minnesota and even more came from West Virginia and Colorado.

Another amendment which I offered and the committee accepted provided that where there is an appropriate vacancy in a Job Corps center in the region in which the enrollee resides, the enrollee shall be assigned to such center. However, necessary flexibility is provided for the Director.

According to my calculations, the adoption of this amendment will save the taxpayers approximately \$4 million annually.

3. *Adequate information to permit an objective evaluation of the Job Corps program is lacking.*—Aimed at this problem, I introduced an amendment, accepted by the committee, requiring the Director to obtain followup information first at 6 months and later at 18 months after an enrollee has terminated his enrollment at a Job Corps center. I understand that it is difficult to always secure the cooperation of corpsmen in gathering the necessary information. This amendment, in my judgment, by placing the followup requirement in the law, will assist Job Corps officials in securing the cooperation of the enrollees in furnishing needed information.

4. *The dropout rate has been too high.*—It is reported that the overall dropout rate of the Job Corps program is about 25 percent. OEO officials have expressed disappointment over the failure of educators to prevent dropouts. While I do not question that improvements can be made in our school system, I would point out for the record that neither the per pupil cost nor the teacher-pupil ratio comes near approaching that of the Job Corps. And I say this fully understanding the residential nature of the Job Corps program and other differences from the school system.

Yet one wonders how many of these "dropouts" from the school system would have left school if the school system enjoyed the staff-enrollee and per enrollee expenditures of the Job Corps. I am not suggesting that per pupil expenditures should be increased to those of the corpsman, but I make this point only because I believe that the Job Corps can and must do better.

In my judgment, the various indictments leveled against the administration of the Job Corps by the Office of Economic Oppor-

tunity are unanswerable. Many say we should not make major changes in the program this year, and that we should give the program one last chance to prove itself. The committee's actions in transferring adult education evidenced, in my judgment, a decision by the committee members that the poverty program will not be permitted to drift along for another year, evidenced a determination by the committee that administration by the next best agency will not suffice.

As Vice President Humphrey stated: "We must change or discard those programs which are not making headway, and we must expand those that are." While I fully understand the normal bureaucratic opposition to the transfer of the program to another department, I believe that we have the duty both to the youngsters enrolled in the program and to the taxpayers who are footing the bill to make certain that the program is both effective and efficient.

The transfer of the Job Corps to the Labor Department would greatly improve the program's administration, reduce its costs, and make it far more effective.

I do not quarrel with the objectives of the poverty program. Along with all Americans, I share the program's aim of reducing poverty in the United States. Yet the program cannot and should not be supported merely because it has worthy objectives. Each segment of the program must produce results justifying its continuance. If parts of the program are effective, they should be continued and expanded if necessary. On the other hand, those not proving themselves should be changed or discarded. In short, we must make certain we are attacking the program in the most effective manner. This is the spirit in which I viewed the program.

GEORGE MURPHY.

INDIVIDUAL VIEWS OF SENATOR FANNIN

Our second year of experience under the much-publicized anti-poverty program has served to emphasize its glaring deficiencies and widespread maladministration. Although Republican amendments described elsewhere in this report improve this legislation, I must nevertheless oppose it for both general and specific reasons.

Fundamentally, this legislation was and continues to be politically inspired and politically motivated. It is axiomatic in our society that everybody is against poverty, but it is also true that poverty is a relative concept. Even today there is no agreement among different Federal agencies on who the poor are and how they can best be helped.

A necessary first step in any successful Federal program to help alleviate poverty must be a clear identification of the people we are trying to reach with assistance. Administration failure to do this has resulted in the expenditure of millions of dollars without any real benefit accruing to those who truly need help.

Waste, inefficiency and political favoritism have characterized the operation of the Office of Economic Opportunity since its inception. The administration's answer to repeated exposure of defects in the program has been the recommendation for more money.

To what is already the most unjustified boondoggle in recent Federal history a majority of the committee added three-quarters of a billion dollars beyond what even the administration requested. This amounts to a total authorization of some \$2½ billion. In my judgment this is a prime example of excessive Federal spending for nonessential purposes that constitutes the principal cause for our current inflationary spiral.

It is a simple fact that inflation has already harmed the poor far more than they could possibly be helped by any Federal antipoverty program.

I have supported repeated attempts to improve this program with constructive amendments, most of which have been rejected out of hand. For example, many functions now administered by OEO could be more logically and competently performed by established departments of the Government, thereby eliminating the buildup of another layer of bureaucracy.

To those who sincerely believe the Federal Government by itself can achieve any lasting improvement for the disadvantaged segments of our population, I point out the appalling record of Federal stewardship over those American citizens who live on our Indian reservations. This has been a Federal responsibility for more than a century; billions have been expended; yet there is little tangible progress. Most reservation Indians today remain at the absolute bottom of our national economic scale.

The truly meaningful war against poverty must be waged in the private sector of our economy. We must look to private industry to create the jobs which alone can provide individual citizens with the means to become useful and productive members of society.

Education and training to match the employment skills demanded by our advancing technology are desperately needed, but they will not come from a Federal handout. The Federal Government in cooperation with the States and private industry can and should encourage the development of expanded job training programs. This is the practical and workable approach to eliminate poverty.

On balance, and granted a few isolated exceptions, the administration's antipoverty campaign has been a colossal failure. In good conscience, I can support neither its continuation nor expansion.

PAUL FANNIN.



Calendar No. 1633

89TH CONGRESS
2D SESSION

S. 3164

[Report No. 1666]

IN THE SENATE OF THE UNITED STATES

APRIL 1, 1966

Mr. CLARK introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

SEPTEMBER 29, 1966

Reported by Mr. CLARK, with an amendment

[Strike out all after the enacting clause and insert the part printed in italic]

A BILL

To provide for continued progress in the Nation's war on poverty.

1 *Be it enacted by the Senate and House of Representu-*
2 *tives of the United States of America in Congress assembled,*
3 That this Act may be cited as the Economic Opportunity
4 Amendments of 1966.

5 AUTHORIZATIONS AND FINANCING

6 SEC. 2. ~~(a)(1)~~ For the purpose of carrying out pro-
7 grams under the Economic Opportunity Act of 1964 ~~(other~~
8 ~~than part C of title I of such Act)~~, there is hereby author-

1 ized to be appropriated for the fiscal year ending June 30,
 2 1967, the sum of \$1,750,000,000, of which, subject to the
 3 provisions of section 616 of such Act, the amounts appro-
 4 priated or made available by appropriation Act shall not
 5 exceed \$533,000,000 for the purpose of carrying out of
 6 the provisions of title I of such Act, \$944,000,000 for the
 7 purpose of carrying out title II, \$65,000,000 for the pur-
 8 pose of carrying out title III, \$5,000,000 for the purpose
 9 of carrying out the provisions referred to in the second
 10 sentence of section 407, as added by these amendments,
 11 \$160,000,000 for the purpose of carrying out title V, \$17,-
 12 000,000 for the purpose of carrying out title VI, and
 13 \$26,000,000 for the purpose of carrying out title VIII as
 14 added by these amendments.

15 ~~(2)~~ Section 616 of the Economic Opportunity Act of
 16 1964 is amended by inserting immediately before the first
 17 comma the following: “, or under any Act authorizing ap-
 18 propriations for any such title (other than part C of title
 19 I).”

20 ~~(b)(1)~~ Sections 131, 221, 321, 503, and 615 of the
 21 Economic Opportunity Act of 1964 are each amended by
 22 ~~(A)~~ striking out “three” in the first sentence and inserting
 23 in lieu thereof “five”, and ~~(B)~~ striking out “succeeding
 24 fiscal year” in the second sentence and inserting in lieu
 25 thereof “three succeeding fiscal years”.

1 ~~(2)~~ Section 407 of such Act is amended by striking
2 out “two” and inserting in lieu thereof “five”.

3 ~~(c)(1)~~ Sections 115 and 208(a) of the Economic
4 Opportunity Act of 1964 are each amended by striking
5 out “three” in the first sentence and inserting in lieu thereof
6 “four”.

7 ~~(2)~~ The first sentence of section 216(b) of such Act
8 is amended by ~~(A)~~ striking out “two” in the first sentence
9 and inserting in lieu thereof “three”, and ~~(B)~~ striking out
10 “shall be” in such sentence and inserting in lieu thereof
11 “shall not exceed”.

12 PROGRAM AMENDMENTS—CRITERIA FOR COMMUNITY

13 ACTION PROGRAMS

14 SEC. 3. Section 202(b) of the Economic Opportunity
15 Act of 1964 is amended by adding at the end thereof a new
16 sentence to read as follows: “Such criteria shall include
17 requirements to assure ~~(1)~~ that each agency responsible for
18 a community action program is qualified to administer such
19 program and the funds granted to it efficiently, effectively,
20 and in a manner fully consistent with the provisions and
21 purposes of this part, having due regard for the size and
22 complexity of such program and the number of persons and
23 size of the area served; ~~(2)~~ that each such agency is subject
24 to evaluation of program progress and regular or periodic
25 audits and that the results or findings of such evaluations

1 and audits are considered by the agency as well as by the
2 Director in connection with proposals or applications for
3 the renewal, expansion, or modification of any such pro-
4 gram; ~~(3)~~ that each such agency maintains records and
5 internal controls needed to achieve and document compliance
6 with all legal requirements and that all records bearing
7 exclusively on grants made under this part are available to
8 the General Accounting Office; ~~(4)~~ that each such program
9 is carried on in accordance with standards and policies, in-
10 cluding rules governing the conduct of officers and em-
11 ployees, to preclude the use of program funds, the provision
12 of services, or the employment or assignment of personnel
13 in a manner supporting, or resulting in an identification of
14 such program with, any partisan political activity or any
15 activity designed to further the election or defeat of any
16 candidate for public office; and ~~(5)~~ that the personnel of
17 each such agency are selected, employed, promoted, and
18 compensated in accordance with standards prescribed by the
19 Director, or personnel plans approved by him, as promoting
20 efficiency and the effective use of funds."

21 COMMUNITY ACTION—PERSONNEL ASSISTANCE

22 SEC. 4. Section 206 of the Economic Opportunity Act
23 of 1964 is amended by adding at the end thereof a new
24 sentence to read as follows: "The Director is also authorized,
25 upon request of a grantee under this section, or sections 204,

1 205, or 209(b), to make special assignments of personnel
 2 to the grantee to assist and advise in the performance of
 3 functions related to the purposes of this part, except that in
 4 no event shall more than one hundred persons be employed
 5 for, or at any one time regularly engaged in, such assign-
 6 ments, nor shall any such special assignment be for a period
 7 of more than two years in the case of any grantee.”

8 ADULT BASIC EDUCATION—STATE PLAN CRITERIA AND
 9 PROJECT GRANTS

10 SEC. 5. (a) Section 212 of the Economic Opportunity
 11 Act of 1964 is amended by inserting “, or lack of similar
 12 basic skills,” immediately before the word “constitutes”.

13 (b) Section 214(a) of the Economic Opportunity Act
 14 of 1964 is amended to read as follows:

15 “SEC. 214. (a) The Director shall approve a State plan
 16 which sets forth a program for use, in accordance with sec-
 17 tion 213(b), of grants under this part, and which (consistent
 18 with such basic criteria as the Director may prescribe)—

19 “(1) contains a system of specific priorities ade-
 20 quate to assure the most effective use of funds, having
 21 regard to the number of persons described in section 212
 22 in different areas of the State, the extent of their edu-
 23 cational deficiencies, and the degree to which local pro-
 24 grams or projects under this part will assist such persons
 25 to increase their incomes or otherwise significantly alter

1 their prospects for employment or economic advance-
2 ment in accordance with the purposes of this part;

3 “(2) contains specific provisions for cooperative
4 arrangements with appropriate public or nonprofit agen-
5 cies within the State concerned with problems of pov-
6 erty, employment, and health related to the purposes of
7 this section, and sets forth specific procedures for imple-
8 menting such arrangements in connection with local
9 projects and programs, as necessary or appropriate to
10 assure that related services or assistance needed by par-
11 ticipants will be provided and that such projects and
12 programs will be carried on in a coordinated manner
13 consistent with the provisions and purposes of this Act;

14 “(3) provides such criteria as may be necessary to
15 assure that all projects and programs are carried on in
16 a way responsive to the needs and abilities of adults who
17 are educationally and economically disadvantaged and
18 that use is made of services, facilities, staff, systems, and
19 methods that will best contribute to this objective;

20 “(4) provides that projects and programs initiated
21 or supported under the plan will be subject to adequate
22 procedures for evaluation of their effectiveness and for
23 the dissemination of the results of such evaluations when-
24 ever appropriate to interested agencies and persons
25 throughout the State; and

1 “(5) provides for administration by the State edu-
 2 cational agency in accordance with procedures and
 3 policies to (A) assure proper disbursement of and
 4 accounting for all funds granted under section 213,
 5 (B) enable the State agency to make such prompt re-
 6 ports to the Director containing such information as may
 7 be required to permit him to determine the current
 8 status of operations or actions taken under the State
 9 plan; or as may otherwise be necessary to enable him
 10 to perform his duties under this part or any applicable
 11 provision of this Act; and (C) assure that such support-
 12 ing books, records, and other documentation will be
 13 maintained, and made available to the Director, as he
 14 finds reasonably necessary to verify reports or otherwise
 15 discharge his responsibilities.”

16 (c) Section 215 of the Economic Opportunity Act of
 17 1964 is amended by—

18 (1) amending subsection (b) to read as follows:

19 “(b) The portion of any State’s allotment under sub-
 20 section (a) which the Director determines will not be re-
 21 quired, for the period such allotment is available, for carrying
 22 out the State plan (if any) approved under this part shall
 23 be available (1) for use within such State for the purpose of
 24 grants under section 218(b); (2) for reallocation in accord-
 25 ance with subsection (c); and (3) for reallocation, or trans-

1 fer subject to section 616, for use in connection with other
2 programs under this Act when the Director determines that
3 the funds cannot be effectively or efficiently reallocated or
4 otherwise employed for purposes of this part.”; and

5 ~~(2)~~ amending subsection ~~(c)~~ to read as follows:

6 “~~(c)~~ Reallocation as authorized by subsection ~~(b)~~ may
7 be made from time to time in such States during any fiscal
8 year as the Director may fix. Reallocations of funds from
9 one State shall be made to other States in proportion to the
10 original allotments to such States under subsection ~~(a)~~ for
11 such year, but with such proportionate amount for any of
12 such other States being reduced to the extent it exceeds
13 the sum of ~~(1)~~ the amount which the Director estimates
14 such State needs and will be able to use for such period for
15 carrying out its State plan approved under this part, and
16 ~~(2)~~ any amount which the Director determines may be
17 allowed for the purpose of grants under section 218(b) in
18 such State; and the total of such reductions shall be simi-
19 larly reallocated among the States whose proportionate
20 amounts are not reduced. Any amount reallocated to a State
21 under this subsection during a year which is not made avail-
22 able for purposes of grants under section 218(b) shall be
23 deemed part of its allotment under subsection ~~(a)~~ for such
24 year.”

(d) Section 218 of the Economic Opportunity Act of 1964 is amended to read as follows:

“SPECIAL PROJECTS AND TEACHER TRAINING

SEC. 218. (a) Not to exceed 25 per centum of the funds appropriated or allocated to carry out this part for any fiscal year may be reserved for use in making special project grants and in providing teacher training as authorized in this section.

“(b) The Director is authorized to make grants to local educational agencies or other public or private nonprofit agencies for the purpose of special projects which will be carried out in furtherance of the purpose of section 212 and which—

“(1) involve the use of innovative methods, systems, materials, or programs which the Director determines may have national significance or be of special value in promoting effective programs under this part, or

“(2) involve activities in adult basic education, which the Director determines are so coupled with other Federal, federally assisted, State, or local programs, as to have unusual promise in promoting a comprehensive or coordinated approach to the problems of low-

1 income persons with basic educational deficiencies as
2 described in section 212.

3 "The Director shall establish procedures for the making of
4 grants under this section which shall ~~(1)~~ require a local
5 or non-Federal contribution of at least 10 per centum of the
6 project costs wherever feasible and not inconsistent with the
7 purposes of this section, and ~~(2)~~ assure that in advance of
8 any grant an opportunity for review and comment will be
9 afforded ~~(A)~~ to the State educational agency of the State
10 in which the project will be carried on and ~~(B)~~ to appro-
11 priate local educational agencies ~~(either directly or through~~
12 ~~the State educational agency)~~ in the case of any grants
13 not proposed to be made to such agencies.

14 ~~"(e)~~ The Director is authorized to provide ~~(directly~~
15 ~~or by contract)~~, or to make grants to colleges and univer-
16 sities, State or local educational agencies, or other appro-
17 priate public or private nonprofit agencies or organizations
18 to provide, training to persons engaged or preparing to
19 engage as instructors for individuals described in section 212,
20 with such stipends and allowances, if any ~~(including travel-~~
21 ~~ing and subsistence expenses)~~, for persons undergoing such
22 training, and their dependents, as the Director may by or
23 pursuant to regulation determine.

RURAL AREAS—LOAN AUTHORITY

SEC. 6. Section 302(a) of the Economic Opportunity Act of 1964 is amended by striking out "exceeding \$2,500 in the aggregate" and inserting in lieu thereof "resulting in an aggregate indebtedness of more than \$3,500 at any one time".

GRANT SUPPORT—SMALL BUSINESS LOAN PROGRAM

SEC. 7. (a) Section 402 of the Economic Opportunity Act of 1964 is hereby redesignated section 402(a) and there is added at the end thereof a new subsection (b) as follows:

"(b) The Director is further authorized to make grants to, or contract with, public or nonprofit agencies, or combinations thereof, to pay all or part of the costs necessary to enable such agencies to provide screening, counseling, management guidance, or similar assistance with respect to persons or small business concerns which receive or may be eligible for assistance under subsection (a). Financial assistance under this subsection shall be subject to the provisions of section 208 of this Act."

(b) Section 407 of the Economic Opportunity Act of 1964 is amended by (A) striking out the heading "DURATION OF PROGRAM" and inserting in lieu thereof "AUTHORI-

1 ZATION OF APPROPRIATIONS” and ~~(B)~~ adding at the end
 2 thereof a new sentence as follows: “For the purpose of ear-
 3 rying out the provisions of section 402(b), for the fiscal
 4 year ending June 30, 1967, and the three succeeding fiscal
 5 years, such sums may be appropriated as the Congress may
 6 authorize by law.”

7 VISTA—NEW TITLE VIII

8 SEC. 8. ~~(a)~~ The Economic Opportunity Act of 1964 is
 9 amended by—

10 ~~(1)~~ striking out section 603;

11 ~~(2)~~ adding at the end of such Act a new title

12 VIII to read as follows:

13 “TITLE VIII—VOLUNTEERS IN SERVICE TO
 14 AMERICA

15 “STATEMENT OF PURPOSE

16 “SEC. 801. It is the purpose of this title to enable and
 17 encourage volunteers to participate in a personal way in the
 18 war on poverty, by living and working among deprived
 19 people of all ages in urban areas, rural communities, or Indian
 20 reservations, in migrant worker camps, and Job Corps camps
 21 and centers; to stimulate, develop, and coordinate programs
 22 of volunteer training and service; and, through such pro-
 23 grams, to encourage individuals from all walks of life to
 24 make a commitment to combating poverty in their home

1 communities, both as volunteers and as members of the
2 helping professions.

3 “AUTHORITY TO ESTABLISH VISTA PROGRAM

4 “SEC. 802. (a) The Director is authorized to recruit,
5 select, train, and—

6 “(1) upon request of State or local agencies or
7 private nonprofit organizations; refer volunteers to per-
8 form duties in furtherance of programs combating pov-
9 erty at a State or local level; and

10 “(2) in cooperation with other Federal, State, or
11 local agencies involved, assign volunteers to work (A)
12 in meeting the health, education, welfare, or related
13 needs of Indians living on reservations; of migratory
14 workers and their families; or of residents of the Dis-
15 trict of Columbia, the Commonwealth of Puerto Rico,
16 Guam, American Samoa, the Virgin Islands, or the
17 Trust Territory of the Pacific Islands; (B) in the care
18 and rehabilitation of the mentally ill or mentally re-
19 tardated under treatment at nonprofit mental health or
20 mental retardation facilities assisted in their construction
21 or operation by Federal funds; and (C) in connection
22 with programs or activities authorized, supported, or of
23 a character eligible for assistance under this Act.

24 “(b) The referral or assignment of volunteers under

1 this section shall be on such terms and conditions (including
2 restrictions on political activities that appropriately recog-
3 nize the special status of volunteers living among the persons
4 or groups served by programs to which they have been
5 assigned) as the Director may determine; but volunteers
6 shall not be so referred or assigned to duties or work in
7 any State, nor shall programs under section 805 be con-
8 ducted in any State, without the consent of the Governor.

9 "VOLUNTEER SUPPORT

10 "SEC. 803. The Director is authorized to provide to
11 all volunteers during training pursuant to section 802(a)
12 and to volunteers assigned pursuant to section 802(a)(2)
13 such stipend, not to exceed \$50 per month (or, in the case
14 of volunteer leaders designated in accordance with standards
15 prescribed by the Director, not to exceed \$100 per month),
16 such living, travel, and leave allowances, and such housing,
17 transportation (including travel to and from the place of
18 training), supplies, equipment, subsistence, clothing, and
19 health and dental care as the Director may deem necessary
20 or appropriate for their needs.

21 "APPLICATION OF PROVISIONS OF FEDERAL LAW

22 "SEC. 804. (a) Each volunteer under section 802 shall
23 take and subscribe to an oath or affirmation in the form
24 prescribed by section 104(d) of this Act, and the provisions
25 of section 1001 of title 48, United States Code, shall be

1 applicable with respect to such oath or affirmation; but
2 except as provided in subsection ~~(b)~~ of this section, such
3 volunteers shall not be deemed to be Federal employees
4 and shall not be subject to the provisions of laws relating
5 to Federal employment, including those relating to hours
6 of work, rates of compensation, and Federal employee
7 benefits.

8 “~~(b)~~ All volunteers during training pursuant to section
9 802~~(a)~~ and such volunteers as are assigned pursuant to
10 section 802~~(a)~~ ~~(2)~~ shall be deemed Federal employees to
11 the same extent as enrollees of the Job Corps under section
12 106 ~~(b)~~, ~~(c)~~, and ~~(d)~~ of this Act, except that for purposes
13 of the computation described in paragraph ~~(2)~~ ~~(B)~~ of sec-
14 tion 106~~(c)~~ the monthly pay of a volunteer shall be deemed
15 to be that received under the entrance salary for GS-7
16 under the Classification Act of 1949.

17 “SPECIAL PROGRAMS AND PROJECTS

18 “SEC. 805. The Director is authorized to conduct, or to
19 make grants, contracts or other arrangements with appro-
20 priate public or private nonprofit organizations for the con-
21 duct of, special programs in furtherance of the purposes of
22 this title. Such programs shall be designed to encourage
23 more effective or better coordinated use of volunteer services,
24 including services of low-income persons, or to make oppor-
25 tunities for volunteer experience available, under proper

1 supervision and for appropriate periods; to qualified persons
2 who are unable to make long-term commitments or who are
3 engaged in or preparing to enter work where such experi-
4 ence may be of special value and in the public interest. In-
5 dividuals who serve or receive training in such programs
6 shall not, by virtue of such service or training, be deemed to
7 be Federal employees and shall not be subject to the pro-
8 visions of laws relating to Federal employment, including
9 those relating to hours of work, rates of compensation, and
10 Federal employee benefits; except that such individuals who
11 receive their principal support or compensation with respect
12 to such service or training directly from the Director or his
13 agent for payment shall be deemed Federal employees to the
14 same extent as volunteers assigned pursuant to section 802
15 ~~(a)-(2)~~ of this Act. Not to exceed 15 per centum of the
16 sums appropriated or allocated from any appropriations to
17 carry out this title for any fiscal year may be used for pro-
18 grams under this section.

19 "AUTHORIZATION OF APPROPRIATIONS

20 "SEC. 806. ~~(a)~~ The Director shall carry out the pro-
21 gram provided for in this title during so much of the fiscal
22 year ending June 30, 1966, as follows the date of enactment
23 of the Economic Opportunity Amendments of 1966, during
24 the fiscal year ending June 30, 1967, and during the three

1 succeeding fiscal years. For the purpose of carrying out this
 2 title ~~(other than section 805)~~ during the fiscal year ending
 3 June 30, 1966, the Director may utilize funds appropriated
 4 ~~or allocated~~ for the purpose of carrying out title VI of this
 5 Act during such year without regard to the provisions of sec-
 6 tion 616. For the purpose of carrying out this title during
 7 the fiscal year ending June 30, 1967, and the three succeed-
 8 ing fiscal years, such sums may be appropriated as the
 9 Congress may authorize by law.”

10 ~~(b) Paragraph (2) (A) (iv) of section 205 (b) of the~~
 11 ~~National Defense Education Act of 1958 is amended by~~
 12 ~~striking out “section 603” and inserting in lieu thereof “title~~
 13 ~~VIII”.~~

14 TECHNICAL AMENDMENTS

15 SEC. 9. The Economic Opportunity Act of 1964 is
 16 amended as follows:

17 (1) Title I of such Act is amended by inserting imme-
 18 diately before section 110 a heading for that section to
 19 read “YOUTH CONSERVATION CORPS;

20 (2) Title II of such Act is amended by redesignating
 21 section 219 of part C as section 219-1; and

22 (3) Section 213(a) of such Act is amended by striking
 23 out “this section” and inserting in lieu thereof “section 214”.

1 HIGHER EDUCATION ACT OF 1965—MORATORIUM ON
2 STUDENT LOANS TO VISTA VOLUNTEERS

3 SEC. 10. ~~(a)~~ Paragraph 2~~(c)~~ of section 427~~(a)~~ of the
4 Higher Education Act of 1965 ~~(Public Law 89-329, 79~~
5 Stat. 1239) is amended by ~~(A)~~ striking out “or” before
6 “(iii)” and ~~(B)~~ inserting immediately after the phrase
7 “Peace Corps Act,” the following: “or ~~(iv)~~ not in excess
8 of three years during which the borrower is in service as a
9 volunteer under title VIII of the Economic Opportunity
10 Act of 1964,”.

11 ~~(b)~~ The amendments made by this section shall not
12 apply to any loan outstanding on the effective date of this
13 Act without the consent of the then obligee institution.

14 *That this Act may be cited as the Economic Opportunity*
15 *Amendments of 1966.*

16 AUTHORIZATIONS AND FINANCING

17 SEC. 2. *(a)(1) For the purpose of carrying out pro-*
18 *grams under the Economic Opportunity Act of 1964 (other*
19 *than part C of title I of such Act), there is hereby author-*
20 *ized to be appropriated for the fiscal year ending June 30,*
21 *1967, the sum of \$2,496,000,000, of which, subject to the*
22 *provisions of section 616 of such Act, the amounts appro-*
23 *priated or made available by appropriation Act shall not*
24 *exceed \$228,000,000 for the purpose of carrying out of the*
25 *provisions of part A of title I of such Act; \$496,000,000 for*

1 *the purpose of carrying out part B of title I; \$150,000,000*
2 *for the purpose of carrying out part D of title I, as added*
3 *by these amendments; \$1,344,000,000 for the purpose of*
4 *carrying out title II; \$65,000,000 for the purpose of carry-*
5 *ing out title III; \$5,000,000 for the purpose of carrying*
6 *out the provisions referred to in the second sentence of section*
7 *407, as added by these amendments; \$160,000,000 for the*
8 *purpose of carrying out title V; \$17,000,000 for the purpose*
9 *of carrying out title VI; and \$31,000,000 for the purpose*
10 *of carrying out title VIII as added by these amendments.*

11 *(2) Section 616 of the Economic Opportunity Act of*
12 *1964 is amended by inserting immediately before the first*
13 *comma the following: “, or under any Act authorizing ap-*
14 *propriations for any such title (other than part C of title*
15 *I)”.*

16 *(b)(1) Sections 141, 221, 321, 503, and 615 of the*
17 *Economic Opportunity Act of 1964 are each amended by*
18 *(A) striking out “three” in the first sentence and inserting*
19 *in lieu thereof “five”, and (B) striking out “succeeding*
20 *fiscal year” in the second sentence and inserting in lieu*
21 *thereof “three succeeding fiscal years”.*

22 *(2) Section 407 of such Act is amended by striking*
23 *out “two” and inserting in lieu thereof “five”.*

24 *(c)(1) Sections 115 and 208(a) of the Economic*
25 *Opportunity Act of 1964 are each amended by striking*

1 out “three” in the first sentence and inserting in lieu thereof
2 “four”.

3 (2) The first sentence of section 216(b) of such Act
4 is amended by (A) striking out “two” in the first sentence
5 and inserting in lieu thereof “three”, and (B) striking out
6 “shall be” in such sentence and inserting in lieu thereof
7 “shall not exceed”.

8 JOB CORPS—ENROLLEE ASSIGNMENT, STANDARDS OF
9 CONDUCT AND FOLLOW-UP INFORMATION

10 SEC. 3. Section 104 of the Economic Opportunity Act of
11 1964 is amended by adding at the end thereof the following
12 new subsections:

13 “(e) Whenever there is a vacancy in a Corps center in
14 the region in which an enrollee resides which is an appropriate
15 center to meet the needs of the enrollee as determined by the
16 Director, such enrollee shall be assigned to such center. If
17 no such vacancy exists, the enrollee shall be assigned to the
18 Corps center offering programs and activities appropriate to
19 meet the needs of the enrollee as determined by the Director,
20 which is nearest to the residence of such enrollee.

21 “(f) Within Corps centers, standards of conduct and
22 deportment shall be provided and stringently enforced. In
23 the case of violations committed by enrollees, dismissals from
24 the Corps or transfers to other locations should be made in
25 every instance where it is determined that retention in the

1 Corps, or in the particular Corps center, will jeopardize the
 2 enforcement of such standards of conduct and deportment or
 3 diminish the opportunity of other enrollees.

4 “(g) The Director shall to the maximum extent feasible
 5 assure that each enrollee who successfully completes enroll-
 6 ment in the Corps furnishes to him six months and eighteen
 7 months after such completed enrollment the following infor-
 8 mation:

9 “(1) The place of residence of such enrollee;

10 “(2) The employment status of such enrollee;

11 “(3) The compensation received by such enrollee in
 12 his current job and the compensation received by him
 13 in the job, if any, immediately preceding his current job;
 14 and

15 “(4) Such other relevant information determined
 16 by the Director to be necessary for an effective
 17 follow-up.”

18 YOUTH PROGRAMS—EXPERIMENTAL PROJECTS

19 SEC. 4. Title I of the Economic Opportunity Act of
 20 1964 is amended by inserting a new section 110-1 to read
 21 as follows:

22 “SPECIAL EXPERIMENTAL PROJECTS

23 “SEC. 110-1. The Director is authorized, in communi-
 24 ties selected by him, to conduct experimental or demonstra-

1 *tion projects providing youth employment and training on*
 2 *a combined residential and nonresidential basis. Such proj-*
 3 *ects may involve the use of resources or authority under*
 4 *both this part and part B of this title, and the Director*
 5 *is authorized to waive any provision of such parts which*
 6 *he finds would prevent the carrying out of elements of such*
 7 *projects essential to a determination and demonstration of*
 8 *their feasibility and usefulness. The Director shall report*
 9 *to the Congress a full description of actions taken and prog-*
 10 *ress made under this section no later than March 1, 1968."*

11 *WORK TRAINING—ON-THE-JOB TRAINING AND ELIGIBILITY*

12 *SEC. 5. (a) Section 113(a)(1) of the Economic Op-*
 13 *portunity Act of 1964 is amended by inserting immediately*
 14 *preceding the semicolon at the end thereof the following:*
 15 *“, or (C) in training programs of the same nature and on*
 16 *the same terms and conditions as authorized in section 204*
 17 *of the Manpower Development and Training Act of 1962,*
 18 *as amended”.*

19 *(b) Section 113(a)(3) is amended by inserting imme-*
 20 *diately preceding the semicolon at the end thereof the follow-*
 21 *ing: “, or is of the same nature and in the same terms and*
 22 *conditions as authorized in section 204 of the Manpower De-*
 23 *velopment and Training Act of 1962, as amended”.*

24 *(c) Section 114(a) is amended by striking out the first*

1 word and inserting in lieu thereof: “Enrollment” and by in-
 2 serting immediately after “age twenty-two” the following:
 3 “or who are students in the ninth through twelfth grades of
 4 school or are of an age equivalent to that of students in such
 5 grades”.

6 SPECIAL IMPACT PROGRAMS

7 SEC. 6. Title I of the Economic Opportunity Act of
 8 1964 is amended by—

9 (a) striking out the heading of such title and in-
 10 serting in lieu thereof:

11 “TITLE I—WORK TRAINING AND WORK-
 12 STUDY PROGRAMS”;

13 (b) Redesignating “PART D” as “PART E” and
 14 renumbering section “131” as section “141”; and

15 (c) Inserting the following new part immediately
 16 following part C:

17 “PART D—SPECIAL IMPACT PROGRAMS

18 “SEC. 131. (a) The purpose of this section is to estab-
 19 lish special programs which (1) are directed to the solution
 20 of the critical problems existing in particular communities
 21 and neighborhoods (defined without regard to political or
 22 other subdivisions or boundaries) within those urban areas
 23 of the Nation having, in the judgment of the Director, espe-
 24 cially large concentrations of low-income persons; (2) are of

1 sufficient size and scope to have an appreciable impact in
2 such communities and neighborhoods in arresting tendencies
3 toward dependency, chronic unemployment, and rising com-
4 munity tensions; and (3), where feasible and appropriate,
5 are part of a citywide plan for the reorganization of local
6 or State agencies in order to coordinate effectively all relevant
7 programs of social development.

8 “(b) In order to carry out the purposes of this part,
9 the Director is authorized to make grants to public or private
10 nonprofit organizations, or to enter into contracts with other
11 private organizations, for the payment of all or part of the
12 cost of programs described in sections 205 (d) and (e) of
13 this Act. The Director shall assure that the work training
14 and employment opportunities created under these special
15 programs are filled by the residents of the communities or
16 neighborhoods served, and that the activities pursued are
17 carried out in the communities and neighborhoods described in
18 subsection (a). For the purposes of this section, the Director
19 may include youths aged sixteen to twenty-one who are
20 unemployed, underemployed, or below the poverty level as
21 established for the programs described in sections 205 (d)
22 and (e).

23 “(c) The Director shall establish such criteria, and im-
24 pose such conditions, as may be necessary or appropriate to
25 assure that no program assistance under this part will result

in the displacement of employed workers or impair existing contracts for services and to assure that the rates of pay and other conditions of employment will be appropriate and reasonable in the light of such factors as the type of work performed, geographical region, and proficiency of the employee.

“(d) In carrying out the provisions of this part, the Director shall establish such procedures or impose such requirements as may be necessary or appropriate to assure maximum coordination with community action programs approved pursuant to title II-A of this Act.”

REPRESENTATION ON COMMUNITY ACTION BOARDS

SEC. 7. Section 202 of the Economic Opportunity Act of 1964 is amended by adding at the end thereof the following new subsection:

(c) The Director shall require community action agencies to establish procedures under which representative groups of the poor including but not limited to minority groups, the elderly, and the rural population, which feel themselves inadequately represented on their community action agency policy board, may petition for adequate representation on such board.”

CRITERIA FOR COMMUNITY ACTION PROGRAMS

SEC. 8. Section 202(b) of the Economic Opportunity Act of 1964 is amended by adding at the end thereof a new

1 sentence to read as follows: "Such criteria shall include
2 requirements to assure (1) that each agency responsible for
3 a community action program is qualified to administer such
4 program and the funds granted to it efficiently, effectively,
5 and in a manner fully consistent with the provisions and
6 purposes of this part, having due regard for the size and
7 complexity of such program and the number of persons and
8 size of the area served; (2) that each such agency is subject
9 to evaluation of program progress and regular or periodic
10 audits and that the results or findings of such evaluations
11 and audits are considered by the agency as well as by the
12 Director in connection with proposals or applications for
13 the renewal, expansion, or modification of any such pro-
14 gram; (3) that each such agency maintains records and
15 internal controls needed to achieve and document compliance
16 with all legal requirements and that all records bearing
17 exclusively on grants made under this part are available to
18 the General Accounting Office; (4) that each such program
19 is carried on in accordance with standards and policies, in-
20 cluding rules governing the conduct of officers and em-
21 ployees, to preclude the use of program funds, the provision
22 of services, or the employment or assignment of personnel
23 in a manner supporting, or resulting in an identification of
24 such program with, any partisan political activity or any
25 activity designed to further the election or defeat of any

1 candidate for public office; and (5) that the personnel of
 2 each such agency are selected, employed, promoted, and com-
 3 pensated in accordance with standards prescribed by the
 4 Director, or personnel plans approved by him, as promoting
 5 efficiency and the effective use of funds.”

6 COMMUNITY ACTION—CONDUCT AND ADMINISTRATION OF
 7 PROGRAMS

8 SEC. 9. Section 205 of the Economic Opportunity Act
 9 of 1964 is amended by redesignating subsection (e) as sub-
 10 section (f) and by inserting immediately following subsec-
 11 tion (d) the following new subsection:

12 “(e) The Director is authorized to make grants or enter
 13 into agreements with any State or local agency or private
 14 organization to pay all or part of the costs of adult work
 15 training and employment programs for unemployed or low-
 16 income persons involving activities designed to improve the
 17 physical, social, economic or cultural condition of the com-
 18 munity or area served in fields including, but not limited
 19 to, health, education, welfare, neighborhood redevelopment,
 20 and public safety. Such programs shall (A) assist in de-
 21 veloping entry level employment opportunities, (B) provide
 22 maximum prospects for advancement and continued employ-
 23 ment without Federal assistance, and (C) be combined with
 24 necessary educational, training, counseling, and transporta-

1 *tion assistance, and such other supportive services as may*
2 *be needed."*

3 *(b) Section 205 of the Economic Opportunity Act of*
4 *1964 is amended by adding at the end thereof the following*
5 *new subsections:*

6 *"(g) In extending assistance under this section the Di-*
7 *rector is authorized to make grants for the payment of a*
8 *reasonable allowance per meeting for attendance at neigh-*
9 *borhood community action council or committee meetings and*
10 *for the reimbursement of other necessary expenses to mem-*
11 *bers of such councils or committees who are residents of the*
12 *areas and members of the groups served in order to insure*
13 *and encourage their maximum feasible participation in the*
14 *development, conduct, and administration of community action*
15 *programs: Provided, however, That no such payments shall*
16 *be made to any person who is an employee of the United*
17 *States Government or of a community action agency.*

18 *"(h)(1) In making grants for programs in the field of*
19 *family planning the Director shall assure that family plan-*
20 *ning services, including the dissemination of family planning*
21 *information and medical assistance and supplies, are made*
22 *available to all individuals who meet the criteria for eligibility*
23 *for assistance under this part which have been established*

by the community action agency and who desire such information, assistance, or supplies.

“(2) No such grant shall be approved unless it contains and is supported by reasonable assurances that in carrying out any program assisted by any such grant, the applicant will establish and follow procedures designed to insure that—

(A) no individual will be provided with any information, medical supervision or supplies which such individual states to be inconsistent with his or her moral, philosophical, or religious beliefs; and

(B) no individual will be provided with any medical supervision or supplies unless such individual has voluntarily requested such medical supervision or supplies.

“(3) The use of family planning services provided by the applicant under such grant shall not be a prerequisite to the receipt of services from or participation in any other programs under this Act.”

ADULT BASIC EDUCATION—PROHIBITION

SEC. 10. Section 205(b) of the Economic Opportunity Act of 1964 is amended by inserting immediately before the period the following: “or for any adult basic education program, as described in title II(B).”

5 "TECHNICAL ASSISTANCE AND TRAINING

(b) *The first sentence of section 207 of the Economic Opportunity Act of 1964 and the heading of such section*

1 are amended by deleting the word "training" and the commas
2 which immediately precede and follow it.

3 *INDEPENDENT FUNDING—COMMUNITY ACTION PROGRAMS*

4 *SEC. 12. Section 211 of the Economic Opportunity Act*
5 *of 1964 is amended to read as follows:*

6 "SEC. 211. (a) *In determining whether to extend as-*
7 *sistance under this Act, the Director shall, to the extent feasi-*
8 *ble, give preference to programs and projects which are*
9 *components of a community action program approved pur-*
10 *suant to this part. The Director shall carry out this part of*
11 *the Act in a manner designed to enhance community-wide*
12 *cooperation and action and to encourage the establishment*
13 *of local community action agencies in carrying out projects*
14 *in communities pursuant to this part.*

15 "(b) *If the Director determines that an independently*
16 *funded program may help ease conflict or provide more oper-*
17 *ating efficiency, or is more economical, he is authorized to*
18 *make grants to, or to contract with, independently funded*
19 *public and private nonprofit agencies and organizations, in*
20 *addition to the community action agency. For purposes of*
21 *this section, an independently funded agency is one which*
22 *operates programs of a limited scope and which does not have*
23 *broad comprehensive community representation on its policy-*
24 *making board.*

1 “(c) The Director shall make grants to, or contract
 2 with, independently funded public and private nonprofit
 3 agencies and organizations in predominantly rural areas in
 4 accordance with sections 210 and 617 where the Director
 5 determines it is not feasible within a reasonable period of
 6 time to establish community action agencies.

7 “(d) If projects are of a regional nature and can be
 8 more efficiently operated on this basis, the Director may make
 9 grants to, or contract with, independently funded, public and
 10 private, nonprofit agencies and organizations for the conduct
 11 and administration of such projects.”.

12 HEALTH SERVICES

13 SEC. 13. Title II of the Economic Opportunity Act of
 14 1964 is amended by inserting a new section 211-1 to read
 15 as follows:

16 “COMPREHENSIVE HEALTH SERVICES PROGRAMS

17 “SEC. 211-1. (a) The Director is authorized to make
 18 grants to, or to contract with, public or private nonprofit
 19 agencies in order to provide assistance necessary for the
 20 development and implementation of comprehensive health
 21 services programs focused upon the needs of persons resid-
 22 ing in urban or rural areas having high concentrations of
 23 poverty and a marked inadequacy of health services. Such
 24 programs shall be designed—

25 “(1) to make possible, with maximum feasible utiliza-

tion of existing agencies and resources, the provision of comprehensive health services, including but not limited to preventive medical, diagnostic, treatment, rehabilitation, mental health, dental and follow-up services, together with facilities and rehabilitation necessary in connection therewith; and

“(2) to assure that such services are made readily accessible to the residents of such areas, are furnished in a manner most responsive to their needs and with their participation, and wherever possible are combined with, or included within arrangements for providing, employment, education, social, or other assistance needed by the families and individuals served.

Before approving any program under this section, the Director shall consult with appropriate Federal, State, and local health agencies and take such steps, or impose such conditions, as may be required to make certain that the program will be carried on under competent professional supervision and that existing agencies providing services related to this section are furnished with all assistance necessary or appropriate in order to permit them to plan for participation in such program and for the necessary continuation of such services.

“(b) The Director, either separately or as part of the annual report required under section 608, shall submit at

1 *least annually to the Congress a comprehensive statement*
2 *describing the actions taken and progress made under this*
3 *section and all other provisions of this Act in meeting the*
4 *needs of the poor for expanded and improved health services.*
5 *The Director shall also provide for studies of the nature and*
6 *characteristics of health problems particularly significant to*
7 *low-income persons.*

8 “(c) *The Director is authorized, after consultation with*
9 *the Secretary of Health, Education, and Welfare, to secure*
10 *(by grant or contract) objective studies of the overall opera-*
11 *tion of the programs authorized under this section, including*
12 *their relationship to and impact on the adequacy and avail-*
13 *ability of all relevant programs and services for meeting total*
14 *health needs. Reports of such studies, together with such*
15 *comments and recommendations as the Director and the*
16 *Secretary of Health, Education, and Welfare may care to*
17 *offer, shall be submitted to the President and the Congress.”.*

18 *RURAL AREAS—LOAN AUTHORITY AND INDEMNITY*

19 *PAYMENTS*

20 *SEC. 14. (a) Section 302(a) of the Economic Oppor-*
21 *tunity Act of 1964 is amended by striking out “exceeding*
22 *\$2,500 in the aggregate” and inserting in lieu thereof “re-*
23 *sulting in an aggregate indebtedness of more than \$3,500 at*
24 *any one time”.*

1 (b) Section 305(f) of the Economic Opportunity
2 Act of 1964 is amended by—

3 (1) inserting “(1)” immediately after “Provided,
4 That”; and

5 (2) inserting immediately before the period at the
6 end thereof a semicolon and the following: “and (2)
7 a cooperative organization formed by and consisting of
8 members of an Indian tribe (including any tribe with
9 whom the special Federal relationship with Indians has
10 been terminated) engaged in the production of agricul-
11 tural commodities, or in manufacturing products, on an
12 Indian reservation (or former reservation in the case
13 of tribes with whom the special Federal relationship with
14 Indians has been terminated) shall not be regarded as a
15 cooperative organization within the purview of this
16 clause”.

17 (c) Section 331(c) of the Economic Opportunity Act
18 of 1964 is amended by striking out “June 30, 1966” and
19 inserting in lieu thereof “June 30, 1967”.

20 GRANT SUPPORT—SMALL BUSINESS LOAN PROGRAM

21 SEC. 15. (a) Section 402 of the Economic Opportunity
22 Act of 1964 is hereby redesignated section 402(a) and
23 there is added at the end thereof a new subsection (b) as
24 follows:

25 “(b) The Director is further authorized to make grants

1 to, or contract with, public or private nonprofit agencies, or
 2 combinations thereof, to pay all or part of the costs necessary
 3 to enable such agencies to provide screening, counseling,
 4 management guidance, or similar assistance with respect to
 5 persons or small business concerns which receive or may be
 6 eligible for assistance under subsection (a). Financial
 7 assistance under this subsection shall be subject to the provi-
 8 sions of section 208 of this Act.”

9 (b) Section 407 of the Economic Opportunity Act of
 10 1964 is amended by (A) striking out the heading “DURA-
 11 TION OF PROGRAM” and inserting in lieu thereof “AUTHORI-
 12 ZATION OF APPROPRIATIONS” and (B) adding at the end
 13 thereof a new sentence as follows: “For the purpose of car-
 14 rying out the provisions of section 402(b), for the fiscal
 15 year ending June 30, 1967, and the three succeeding fiscal
 16 years, such sums may be appropriated as the Congress may
 17 authorize by law.”

18 ASSISTANT DIRECTOR FOR ELDERLY POOR

19 SEC. 16. (a) Section 601(a) of the Economic Oppor-
 20 tunity Act of 1964 is amended by striking out “three” in the
 21 third sentence thereof and inserting in lieu thereof “four”.

22 (b) Section 610 of the Economic Opportunity Act of
 23 1964 is amended by inserting at the end thereof the follow-
 24 ing: “The Director shall carry out such investiga-
 25 tions and studies, including consultations with appropriate

1 agencies and organizations, as may be necessary (A) to
 2 develop programs providing employment opportunities, pub-
 3 lic service opportunities, and education for the elderly poor
 4 under the provisions of this Act, and (B) to determine
 5 and recommend to the President and the Congress such
 6 programs requiring additional authority and the necessary
 7 legislation to provide such authority.”

8 LIAISON BETWEEN AGENCIES

9 SEC. 17. Section 602(d) of the Economic Opportunity
 10 Act of 1964 is amended by adding immediately before the
 11 semicolon at the end thereof the following: “subject to pro-
 12 visions to assure the maximum possible liaison between the
 13 Office of Economic Opportunity and such other agencies at
 14 all operating levels, which shall include the furnishing of
 15 complete operational information by such other agencies to
 16 the Office of Economic Opportunity”.

17 POLITICAL ACTIVITIES

18 SEC. 18. Section 603 of the Economic Opportunity Act
 19 of 1964 is amended to read as follows:

20 “POLITICAL ACTIVITIES

21 “SEC. 603. (a) For purposes of chapter 15 of title V
 22 of the United States Code any overall community action
 23 agency which assumes responsibility for planning, develop-
 24 ing, and coordinating communitywide antipoverty programs
 25 and receives assistance under this Act shall be deemed to be

1 a State or local agency; and for purposes of the first sentence
 2 of sections 1501(a) (1) and (2) of such chapter any agency
 3 receiving assistance under the Economic Opportunity Act
 4 of 1964 (other than part C of title I of such Act) shall be
 5 deemed to be a State or local agency.

6 “(b) The Director, after consultation with the Civil
 7 Service Commission, is authorized to issue such regulations
 8 or impose such requirements as may be necessary or appro-
 9 priate to supplement the provisions of subsection (a) of this
 10 section or otherwise to insure that programs assisted under
 11 this Act are not carried on in a manner involving the use
 12 of program funds, the provision of services, or the employ-
 13 ment or assignment of personnel in a manner supporting,
 14 or resulting in the identification of such program with, any
 15 partisan political activity or any activity designed to fur-
 16 ther the election or defeat of any candidate for public office.”

17 NATIONAL ADVISORY COUNCIL ON ECONOMIC OPPORTUNITY

18 SEC. 19. Section 605 of the Economic Opportunity Act
 19 of 1964 is amended to read as follows:

20 “SEC. 605. (a) There is hereby established in the Office
 21 a National Advisory Council on Economic Opportunity
 22 (hereinafter referred to as the Advisory Council), to be com-
 23 posed of twenty-one members appointed, for staggered terms
 24 and without regard to the civil service laws, by the President.
 25 Such members shall be representative of the public in general

1 *and appropriate fields of endeavor related to the purposes of*
2 *this Act. The President shall designate the chairman from*
3 *among such members. The Advisory Council shall meet at*
4 *the call of the chairman but not less often than four times a*
5 *year. The Director shall be an ex officio member of the*
6 *Advisory Council.*

7 “(b) *The Advisory Council shall—*

8 “(1) *advise the Director with respect to policy mat-*
9 *ters arising in the administration of this Act; and*

10 “(2) *review the effectiveness and the operation of*
11 *programs under this Act and make recommendations con-*
12 *cerning (A) the improvement of such programs, (B) the*
13 *elimination of duplication of effort, and (C) the coordi-*
14 *nation of such programs with other Federal programs*
15 *designed to assist low income individuals and families.*

16 *Such recommendations shall include such proposals for*
17 *changes in this Act as the Advisory Council deems appro-*
18 *priate.*

19 “(c) *The Advisory Council shall make an annual report*
20 *of its findings and recommendations to the President not later*
21 *than March 31 of each calendar year beginning with the*
22 *calendar year 1967. The President shall transmit each such*
23 *report to the Congress together with his comments and recom-*
24 *mendations.”*

1 *CONDUCT OF PROGRAMS—SALARY LIMITS*

2 *SEC. 20. Title VI of the Economic Opportunity Act of*
3 *1964 is amended by inserting a new section 610-1 to read*
4 *as follows:*

5 *“LIMITATION ON SALARIES—LISTING OF CERTAIN*
6 *EMPLOYEES*

7 *“SEC. 610-1. (a) The Director shall prescribe such rules*
8 *and regulations as may be necessary to assure that none of*
9 *the funds advanced or paid pursuant to any grant, contract,*
10 *or agreement authorized under the provisions of parts A, B,*
11 *and D of title I, part A of title II, and part B of title III,*
12 *shall be used to pay any part of the salary of any officer or*
13 *employee engaged in administering or conducting any pro-*
14 *gram referred to in such provisions (except a person compen-*
15 *sated as provided for in section 602 of this Act) in excess of*
16 *the rate of compensation paid for comparable work in the area*
17 *or locality in which the program activities assisted or sup-*
18 *ported by such grant, contract, or agreement are carried out:*
19 *Provided, That the Director may authorize exceptions to*
20 *the limitation stated in this section in those situations in which*
21 *he finds such action is necessary because of unusual condi-*
22 *tions of employment or because the duties involved in a par-*
23 *ticular job are such as to require the payment of higher salary*
24 *in order to attract qualified personnel.*

25 *“(b) Not later than sixty days after the close of the*

1 *fiscal year 1967 and each fiscal year thereafter the Director*
2 *shall prepare and submit to the President for submission to*
3 *the Congress a list of the names of all officers or employees*
4 *whose compensation is subject to the limitations set forth*
5 *in subsection (a) of this section and who were receiving at*
6 *the end of such fiscal year a salary of \$10,000 or more per*
7 *year, together with the amount of compensation paid to each*
8 *such person and the amount of such compensation paid from*
9 *funds advanced or granted pursuant to this Act. No grant,*
10 *contract or agreement shall be made under any of the provi-*
11 *sions of this Act referred to in subsection (a) of this section*
12 *which does not contain adequate provisions to assure the*
13 *furnishing of information required by the preceding sentence.”*

14 *PROGRAM COORDINATION*

15 *SEC. 21. Title VI of the Economic Opportunity Act of*
16 *1964 is amended by adding at the end thereof the following*
17 *new section:*

18 *“COORDINATION OF GOVERNMENT TRAINING PROGRAMS*

19 *“SEC. 618. (a) It shall be the responsibility of the*
20 *Director, the Secretary of Labor, the Secretary of Health,*
21 *Education, and Welfare, and the heads of all other depart-*
22 *ments and agencies concerned, acting through the President’s*
23 *Committee on Manpower, to provide for, and take such steps*
24 *as may be necessary and appropriate to implement, the effec-*
25 *tive coordination of all programs and activities within the*

1 executive branch of the Government relating to the train-
 2 ing of individuals for the purpose of improving or restoring
 3 employability.

4 “(b) The Secretary of Labor, pursuant to such agree-
 5 ments as may be necessary or appropriate (which may in-
 6 clude arrangements for reimbursement), shall—

7 “(1) be responsible for assuring that the Federal-
 8 State employment service provides and develops its capac-
 9 ity for providing maximum support for the programs
 10 described in subsection (a); and

11 “(2) obtain from the Secretary of Commerce, the
 12 Secretary of Health, Education, and Welfare, the Di-
 13 rector of the Office of Economic Opportunity, and the
 14 head of any other Federal agency administering a train-
 15 ing program, such employment information as will facil-
 16 itate the placement of individuals being trained.”.

17 PRIVATE ENTERPRISE PARTICIPATION

18 SEC. 22. (a) Title VI of the Economic Opportunity
 19 Act of 1964 is amended by adding at the end thereof the fol-
 20 lowing new section:

21 “PRIVATE ENTERPRISE PARTICIPATION

22 “SEC. 619. The Director and the heads of any other
 23 Federal departments or agencies to which the conduct of
 24 programs described in this Act have been delegated shall take
 25 such steps as may be desirable and appropriate to insure that

1 the resources of private enterprise are employed to the maxi-
2 mum feasible extent in the programs described in this Act.
3 The Director and such other agency heads shall submit at
4 least annually to the Congress a joint or combined report
5 describing the actions taken and the progress made under this
6 section.”

7 (b) Section 2 of the Economic Opportunity Act of 1964
8 is amended by adding at the end thereof the following new
9 paragraph: “It is the sense of the Congress that it is highly
10 desirable to employ the resources of the private sector of the
11 economy of the United States in all such efforts to further the
12 policy of this Act.”

13 (c)(1) Section 103(b) of the Economic Opportunity
14 Act of 1964 is amended by striking “with reduced Federal
15 expenditures” and inserting in lieu thereof “at comparable
16 costs”.

17 (2) Sections 111 and 112 of such Act are each amended
18 by striking the words “State and community”. Section 111
19 is further amended by striking the word “nonprofit” immedi-
20 ately following “public agencies and private”.

21 (3) Section 112 of such Act is amended by inserting
22 immediately following “(other than political parties)” the
23 following: “, and may contract with other private organiza-
24 tions,”. Section 112 is further amended by inserting “or
25 private” immediately following “provided by local public”.

1 (4) Section 113(a) of such Act is amended by striking
 2 “State or local program” and inserting in lieu thereof “State,
 3 local or private program”. Section 113(a)(1) is amended
 4 by striking “nonprofit” after the words “sponsored by pri-
 5 vate”.

6 (5) Section 113(a)(6) of such Act is amended by
 7 striking “; and” at the end thereof and by adding after
 8 “Secretary of Health, Education, and Welfare” the follow-
 9 ing: “: Provided further, That where appropriate, such
 10 services may be provided through contract with private high
 11 schools, vocational and other educational facilities; and”.

12 (6) Section 114(c) of such Act is amended by striking
 13 “nonprofit” after “public agencies or private”.

14 VISTA—NEW TITLE VIII

15 SEC. 23. (a) The Economic Opportunity Act of 1964 is
 16 amended by adding at the end of such Act a new title VIII to
 17 read as follows:

18 “TITLE VIII—VOLUNTEERS IN SERVICE TO
 19 AMERICA

20 “STATEMENT OF PURPOSE

21 “SEC. 801. It is the purpose of this title to enable and
 22 encourage volunteers to participate in a personal way in the
 23 war on poverty, by living and working among deprived
 24 people of all ages in urban areas, rural communities, or
 25 Indian reservations, in migrant worker camps, and Job

1 Corps camps and centers; to stimulate, develop, and co-
2 ordinate programs of volunteer training and service; and,
3 through such programs, to encourage individuals from all
4 walks of life to make a commitment to combating poverty in
5 their home communities, both as volunteers and as members
6 of the helping professions.

7 "AUTHORITY TO ESTABLISH VISTA PROGRAM

8 "SEC. 802. (a) The Director is authorized to recruit,
9 select, train, and—

10 "(1) upon request of State or local agencies or
11 private nonprofit organizations, refer volunteers to per-
12 form duties in furtherance of programs combating
13 poverty at a State or local level; and

14 "(2) in cooperation with other Federal, State, or
15 local agencies involved, assign volunteers to work (A)
16 in meeting the health, education, welfare, or related
17 needs of Indians living on reservations, of migratory
18 workers and their families, or of residents of the Dis-
19 trict of Columbia, the Commonwealth of Puerto Rico,
20 Guam, American Samoa, the Virgin Islands, or the
21 Trust Territory of the Pacific Islands; (B) in the care
22 and rehabilitation of the mentally ill or mentally re-
23 tardated under treatment at nonprofit mental health or
24 mental retardation facilities assisted in their construction

1 or operation by Federal funds; and (C) in connection
2 with programs or activities authorized, supported, or of
3 a character eligible for assistance under this Act.

4 “(b) The referral or assignment of volunteers under
5 this section shall be on such terms and conditions (including
6 restrictions on political activities that appropriately recog-
7 nize the special status of volunteers living among the persons
8 or groups served by programs to which they have been
9 assigned) as the Director may determine; but volunteers
10 shall not be so referred or assigned to duties or work in
11 any State, nor shall programs under section 805 be con-
12 ducted in any State, without the consent of the Governor.

13 “VOLUNTEER SUPPORT

14 “SEC. 803. The Director is authorized to provide to
15 all volunteers during training pursuant to section 802(a)
16 and to volunteers assigned pursuant to section 802(a)(2)
17 such stipend, not to exceed \$50 per month (or, in the case
18 of volunteer leaders designated in accordance with standards
19 prescribed by the Director, not to exceed \$100 per month),
20 such living, travel, and leave allowances, and such housing,
21 transportation (including travel to and from the place of
22 training), supplies, equipment, subsistence, clothing, and
23 health and dental care as the Director may deem necessary
24 or appropriate for their needs.

1 “APPLICATION OF PROVISIONS OF FEDERAL LAW

2 “SEC. 804. (a) *Each volunteer under section 802 shall*
3 *take and subscribe to an oath or affirmation in the form*
4 *prescribed by section 104(d) of this Act, and the provisions*
5 *of section 1001 of title 18, United States Code, shall be*
6 *applicable with respect to such oath or affirmation; but,*
7 *except as provided in subsection (b) of this section, such*
8 *volunteers shall not be deemed to be Federal employees*
9 *and shall not be subject to the provisions of laws relating*
10 *to Federal employment, including those relating to hours*
11 *of work, rates of compensation, and Federal employee*
12 *benefits.*

13 “(b) *All volunteers during training pursuant to section*
14 *802(a) and such volunteers as are assigned pursuant to*
15 *section 802(a)(2) shall be deemed Federal employees to*
16 *the same extent as enrollees of the Job Corps under section*
17 *106 (b), (c), and (d) of this Act, except that for purposes*
18 *of the computation described in paragraph (2)(B) of sec-*
19 *tion 106(c) the monthly pay of a volunteer shall be deemed*
20 *to be that received under the entrance salary for GS-7*
21 *under the Classification Act of 1949.*

22 “SPECIAL PROGRAMS AND PROJECTS

23 “SEC. 805. *The Director is authorized to conduct, or to*
24 *make grants, contracts or other arrangements with appro-*

1 *priate public or private nonprofit organizations for the con-*
2 *duct of, special programs in furtherance of the purposes of*
3 *this title. Such programs shall be designed to encourage*
4 *more effective or better coordinated use of volunteer services*
5 *including services of low-income persons, or to make oppor-*
6 *tunities for volunteer experience available, under proper*
7 *supervision and for appropriate periods, to qualified persons*
8 *who are unable to make long-term commitments or who are*
9 *engaged in or preparing to enter work where such experi-*
10 *ence may be of special value and in the public interest. In-*
11 *dividuals who serve or receive training in such programs*
12 *shall not, by virtue of such service or training, be deemed to*
13 *be Federal employees and shall not be subject to the pro-*
14 *visions of laws relating to Federal employment, including*
15 *those relating to hours of work, rates of compensation, and*
16 *Federal employee benefits; except that such individuals who*
17 *receive their principal support or compensation with respect*
18 *to such service or training directly from the Director or his*
19 *agent for payment shall be deemed Federal employees to the*
20 *same extent as volunteers assigned pursuant to section 802*
21 *(a)(2) of this Act. Not to exceed 15 per centum of the*
22 *sums appropriated or allocated from any appropriations to*
23 *carry out this title for any fiscal year may be used for pro-*
24 *grams under this section.*

1 “AUTHORIZATION OF APPROPRIATIONS

2 “SEC. 806. (a) *The Director shall carry out the pro-*
 3 *gram provided for in this title during so much of the fiscal*
 4 *year ending June 30, 1967, as follows the date of enactment*
 5 *of the Economic Opportunity Amendments of 1966, during*
 6 *the fiscal year ending June 30, 1968, and during the two*
 7 *succeeding fiscal years. For the purpose of carrying out*
 8 *this title during the fiscal year ending June 30, 1967, and*
 9 *the three succeeding fiscal years, such sums may be approp-*
 10 *riated as the Congress may authorize by law.’’*

11 (b) *Paragraph (2)(A)(iv) of section 205(b) of the*
 12 *National Defense Education Act of 1958 is amended by*
 13 *striking out “section 603” and inserting in lieu thereof “title*
 14 *VIII”.*

15 TECHNICAL AMENDMENTS

16 SEC. 24. *The Economic Opportunity Act of 1964 is*
 17 *amended as follows:*

18 (1) *Title I of such Act is amended by inserting imme-*
 19 *diately before section 110 a heading for that section to*
 20 *read “YOUTH CONSERVATION CORPS”;*

21 (2) *Title II of such Act is amended by redesignating*
 22 *section 219 of part C as section 219-1; and*

23 (3) *Section 213(a) of such Act is amended by striking*
 24 *out “this section” and inserting in lieu thereof “section 214”*

1 (4) *Section 604(b) of the Economic Opportunity Act*
2 *of 1964 is amended by striking out "Housing and Home*
3 *Finance Administrator" and by inserting in lieu thereof*
4 *"Secretary of Housing and Urban Development".*

5 HIGHER EDUCATION ACT OF 1965—MORATORIUM ON
6 STUDENT LOANS TO VISTA VOLUNTEERS

7 SEC. 25. (a) *Paragraph 2(c) of section 427(a) of the*
8 *Higher Education Act of 1965 (Public Law 89-329, 79*
9 *Stat. 1239) is amended by (A) striking out "or" before*
10 *"(iii)" and (B) inserting immediately after the phrase*
11 *"Peace Corps Act," the following: "or (iv) not in excess*
12 *of three years during which the borrower is in service as a*
13 *volunteer under title VIII of the Economic Opportunity*
14 *Act of 1964,".*

15 (b) *The amendments made by this section shall not*
16 *apply to any loan outstanding on the effective date of this*
17 *Act without the consent of the then obligee institution.*

89TH CONGRESS
2^D SESSION

S. 3164

[Report No. 1666]

A BILL

To provide for continued progress in the
Nation's war on poverty.

By Mr. CLARK

APRIL 1, 1966

Read twice and referred to the Committee on Labor
and Public Welfare

SEPTEMBER 29, 1966

Reported with an amendment

CALL OF THE HOUSE

Mr. CEDERBERG. Mr. Speaker, I make the point of order that a quorum is not present.

The SPEAKER. Evidently a quorum is not present.

Mr. BOGGS. Mr. Speaker, I move a call of the House.

A call of the House was ordered.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 314]

Adair	Griffiths	Nix
Albert	Gubser	O'Brien
Anderson, Tenn.	Hagan, Ga.	O'Hara, Ill.
Ashley	Hanna	O'Konski
Aspinall	Hays	Olsen, Mont.
Bow	Hébert	O'Neill, Mass.
Bray	Holland	Pirpie
Callaway	Howard	Poage
Carter	Jones, Mo.	Pool
Conyers	Kee	Pucinski
Craley	Keith	Rees
Daddario	King, N.Y.	Resnick
Denton	Kluczynski	Robison
Derwinski	Kupferman	Rogers, Tex.
Dickinson	Landrum	Roncalio
Dingell	Latta	Roybal
Dow	Long, La.	Scott
Downing	Long, Md.	Sickles
Dulski	McClory	Smith, N.Y.
Dyal	McEwen	Steed
Edwards, La.	Mackie	Stephens
Ellsworth	Maillard	Thompson, Tex.
Evans, Colo.	Martin, Ala.	Todd
Fisher	Martin, Mass.	Toll
Flynt	Mathias	Udall
Ford	Monagan	Utt
William D. Fulton, Pa.	Morrison	Watkins
Gialmo	Morse	Watson
Gray	Morton	Whitener
Greigg	Moss	Willis
	Murray	Wright
	Nedzi	

The SPEAKER. On this rollcall 338 Members have answered to their names, a quorum.

By unanimous consent, further proceedings under the call were dispensed with.

COMMITTEE ON APPROPRIATIONS

Mr. ROONEY of New York. Mr. Speaker, I ask unanimous consent that the Committee on Appropriations may have until midnight Friday, September 30, to file a privileged report on the State, Justice, Commerce, and Judiciary appropriation bill for the fiscal year 1967.

Mr. JONAS. Mr. Speaker, I reserve all points of order on the bill.

The SPEAKER. Is there objection to the request of the gentleman from New York?

There was no objection.

DISTRICT OF COLUMBIA REVENUE ACT OF 1966

Mr. McMILLAN. Mr. Speaker, I call up the conference report on the bill (H.R. 11487) to provide revenue for the District of Columbia, and for other purposes, and ask unanimous consent that the statement of the managers on the part of the House be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from South Carolina?

There was no objection.

The Clerk read the statement.

(For conference report and statement see proceedings of the House of September 27, 1966.)

Mr. McMILLAN (interrupting the reading of the statement). Mr. Speaker, I ask unanimous consent that further reading of the statement be dispensed with.

The SPEAKER. Is there objection to

the request of the gentleman from South Carolina?

There was no objection.

Mr. McMILLAN. Mr. Speaker, latest estimates of the District of Columbia Budget Office, as to increased annual revenues to be expected from enactment of the 1966 revenue bill, and the additional amount expected to accrue during the remainder of fiscal year 1967, are as follows:

Item	Annual increase in revenue	Increase during fiscal year 1967
Alcohol and spirits	\$1.530	
Beer	.295	
Motor vehicle excise	1.500	
Cigarettes:		
(a) Sales tax	1.300	
(b) Excise increase	1.800	
Income tax	5.000	
Transient room increase	.530	
Motor vehicle fuel tax	2.000	
Total, this bill	13.955	\$9.16
Total District of Columbia revenues this year without Federal payment		313.87
Total revenue available to District of Columbia		323.03
Add to this:		
Possible Federal payment to District of Columbia under this bill		60
Additional borrowing authority to District of Columbia under this bill for capital improvements		25
Additional borrowing authority for District of Columbia highways, District of Columbia share		35
Federal share		315
Subtotal		350
Total		758.03
Plus Federal grants to the District of Columbia this year		125.12
Available to District of Columbia this year		883.15

¹ See following table.

Federal grants to the District of Columbia (1967 estimates)¹

	Federal	District of Columbia matching funds
1. Executive Office	\$34,339	
2. General administration	251,248	\$16,726
3. Urban renewal	3,500,000	
4. Public Library	454,361	221,780
5. Surveyor	6,814	757
6. Police Department	1,189,128	15,400
7. Fire Department	10,800	1,200
8. Civil defense	321,200	69,785
9. Juvenile court	8,557	950
10. Court of general sessions	61,090	
11. Corrections	288,399	40,872
12. Licenses	49,137	
13. Public schools	15,547,936	1,271,537
14. Recreation	1,759,103	262,438
15. Vocational rehabilitation	1,805,129	696,615
16. Public health	8,950,705	3,224,302
17. Public welfare	18,383,931	10,408,565
18. Highways	72,221,379	13,438,500
19. Sanitary engineering	285,502	427,501
Total	125,129,258	30,796,928

¹ District of Columbia Commissioners' figures revised to July 20, 1966 (Department of General Administration, Budget Office, District of Columbia).

Mr. Speaker, I move the previous question on the conference report.

The previous question was ordered.

The conference report was agreed to. A motion to reconsider was laid on the table.

ECONOMIC OPPORTUNITY AMENDMENTS OF 1966

Mr. POWELL. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the

State of the Union for the further consideration of the bill (H.R. 15111) to provide for continued progress in the Nation's war on poverty.

The motion was agreed to.

IN THE COMMITTEE OF THE WHOLE

Accordingly, the House resolved itself into the Committee of the Whole House on the State of the Union for the further consideration of the bill H.R. 15111, with Mr. Brooks in the chair.

The CHAIRMAN. When the Committee rose on yesterday, the Clerk had read through title I, ending on line 5, page 8, of the bill.

Are there further amendments to title I?

AMENDMENT OFFERED BY MRS. GREEN OF OREGON

Mrs. GREEN of Oregon. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mrs. GREEN of Oregon: On page 3 on line 18 before the quotation marks insert the following: "The Director shall take such action as may be necessary to insure that for any fiscal year the cost of operating Job Corps Centers [excluding capital costs] shall not exceed \$7,500 per enrollee in such centers."

[Mrs. GREEN of Oregon addressed the Committee. Her remarks will appear hereafter in the Appendix.]

Mr. QUIE. Mr. Chairman, I move to strike the last word.

(Mr. QUIE asked and was given permission to revise and extend his remarks.)

[Mr. QUITE addressed the Committee. His remarks will appear hereafter in the Appendix.]

Mr. HALL. Mr. Chairman, a parliamentary inquiry.

The CHAIRMAN. The gentleman from Missouri will state his parliamentary inquiry.

Mr. HALL. Mr. Chairman, let me say before I propose my parliamentary inquiry that I realize it comes too late on a point of order, and it would lie in regard to this matter.

The CHAIRMAN. The gentleman will state it.

Mr. HALL. Mr. Chairman, had the point of order been made at the appropriate time, is it not true that this is, in essence, a vote on the same amendment that was proposed both a unanimous-consent request and by motion on yesterday, without a subsequent change in the bill?

The CHAIRMAN. The Chair would think not. The amendment yesterday was for \$7,000 and this amendment is for \$7,500.

Mr. HALL. I thank the Chairman.

Mr. GOODELL. Mr. Chairman, I move to strike out the last word.

(Mr. GOODELL asked and was given permission to revise and extend his remarks.)

Mr. GOODELL. Mr. Chairman, I know of nothing that more dramatically illustrates the embarrassment of those who support the Job Corps in its present form than this amendment. We are admitting to the country that the Job Corps camps cannot be run if we place a limit per enrollee of less than \$7,500 per year.

Yesterday we had the colloquy in which the gentleman from Minnesota [Mr. QUITE] mentioned, as has been mentioned before in testimony, that there are area vocational residential schools that are operating on an average of \$2,600 per enrollee. The gentleman from Florida [Mr. GIBBONS] contested that and said:

It could not be done, could not possibly be done, it is impossible to do it. If you go around the United States, you will not find these figures, they do not exist.

I have before me the testimony of our subcommittee on July 12. When we go into the full House again, I shall ask permission to include this in the RECORD at this point. It is a portion of the testimony from the vocational educators from the Mahoning Valley School in Ohio in which they testified that, including capital costs with enrollees on the basis of 6 months or 1 year, they have an average operating cost of \$2,607 per year. This school is taking Job Corps rejects and dropouts in some instances. They have an 80- to 85-percent job connection.

Mr. Chairman, I will also place in the RECORD the testimony as to the results in this vocational education school—and there are others very much like it.

The gentleman from Kentucky [Mr. PERKINS] in the testimony commented very favorably and said he also believes that this training could be done in Job Corps camps at a level comparable to what is being done in the area voca-

tional schools and we should transfer money to the area vocational schools rather than to the Job Corps.

Mr. Chairman, in opposing my original amendment that it be limited to \$5,000, and then in opposing my amendment, as amended, by the gentleman from Minnesota [Mr. QUITE] to make it \$7,000, the proponents indicated that we were not going to get down to \$7,700 for 2 years in the average cost per enrollee in the Job Corps camps. The \$7,000 figure was going to kill the Job Corps, they said.

Well, we are playing just a little bit of a game of auction here. They are going up to \$7,500 and saying, "We can live within this figure."

I am fearful that perhaps when we get into conference this figure will be dropped out because by that time the Job Corps and the Office of Economic Opportunity will have told our friends, "No, we cannot live within this figure."

This amendment is offered sincerely by the gentlewoman from Oregon [Mrs. GREEN] because she, as she spoke courageously yesterday, indicated her belief, as it is my belief, that the costs in the Job Corps are outrageous. It is not just a question of wasting taxpayers' money, it is also a question of wasting money that could be used to help many more youngsters.

Mr. FARNUM. Mr. Chairman, will the gentleman yield for a question?

Mr. GOODELL. I yield to the gentleman.

Mr. FARNUM. Mr. Chairman, yesterday I listened quite attentively to the colloquy.

Of course, we have two kinds of centers or corps. One is the conservation camp which, as I understand it, are run by the Department of the Interior, Agriculture, and State agencies. The costs for running them are cheaper than the other camps.

Then I looked at some of the other camps, after I read the colloquy this morning, and I find, for example, that Kilmer is run by Federal Electric; Tongue Point by the University of Oregon; Gary, Tex., by the Texas Educational Foundation; Atterbury, Ind., by Philco; Custer by United States Industries; Parks, Calif., by Litton Industries; and Rodman, New Bedford, Mass., by IBM.

The question I want to ask the gentleman is this. Are you trying to tell me that private enterprise is charging the Government too much and that they are not efficient in running these camps? That is what I want to know. I would like to have the answer from the gentleman.

Mr. GOODELL. I shall be glad to answer that question.

The CHAIRMAN. The time of the gentleman from New York has expired.

Mr. GOODELL. Mr. Chairman, I ask unanimous consent to proceed for 2 additional minutes.

Mr. FARNUM. Mr. Chairman, I ask unanimous consent that the gentleman from New York be permitted to proceed for 2 additional minutes.

The CHAIRMAN. Without objection, the gentleman from New York is recognized for 2 additional minutes.

There was no objection.

Mr. GOODELL. Some of the Job Corps camps that have been run by private enterprise have worked out reasonably well in costs. Some of them have not. The problem is that we have set up a national program in which the Job Corps officials in OEO have laid down no clear guidelines. They have no clear guidelines. They have given contracts willy-nilly, to different organizations and said "Now, you just go along with this." And then they said, in the urban camps particularly, that they would take up to 2,000 or 2,500 youngsters into the camp. Then they told the people running the camp, "You do not have full control over discipline. You can not discharge the youngsters." They have all been limited in certain ways as to how they can run the camps.

But I tell you it is not our concern here just whether private enterprise is doing the job well or not in the Job Corps camps. The point is that whoever is doing it is doing it too expensively, and we have found the expense of the educational institutions running them has also been very high or higher.

Finally, we have found that whoever is running the camps, when the boys and girls graduate, they are too often just dropped into society.

Mr. FARNUM. Mr. Chairman, will the gentleman again yield?

Mr. GOODELL. I yield to the gentleman from Michigan.

Mr. FARNUM. Which of the private industry corporations are doing a good job in the opinion of the gentleman? You said that some are, some are not. Which are?

Mr. GOODELL. I think probably Camp Breckinridge has been a total failure and was so recognized until this spring. It may now be back on the rails again. We hope so. We hope that Attabury will get back on. It has been a total failure in terms of its operation until its transfer. Camp Kilmer has certainly not worked out well in most instances. But there have been a number of changes. Some of the private enterprises running these camps have insisted on having more control over operations themselves.

Mrs. GREEN of Oregon. Mr. Chairman, I ask unanimous consent that the gentleman in the well be given 5 additional minutes.

The CHAIRMAN. Is there objection to the request of the gentlewoman from Oregon? The Chair hears none, and the gentleman from New York is recognized for 5 minutes.

Mrs. GREEN of Oregon. Mr. Chairman, I would like to suggest another question that might well be asked in this debate.

The gentleman from Michigan just directed a question to the gentleman from New York. He said "Which one of these private industries is not running the Job Corps at a reasonable figure?" I think the question ought to be asked of the Members of this House, "Do you think that \$13,000 per enrollee per year is the best way that we can run a Job Corps center? Do you think that is a reasonable figure when we are spending

in the country on an average of \$484 per student in school, and turning out more applicants for the Job Corps center?"

I did not intend to speak because I thought the amendment would be accepted, but now I would like to speak for a moment about the middle income group. It seems to me that maybe this is a group that the House is ignoring in all our great society programs. I am speaking of the person who is on social security. I am speaking of the person who has an annual income somewhere in the area of \$4,000 to \$7,000, and is trying to raise a family, and is honestly trying to see to it that his youngsters do not become applicants for the Job Corps center.

I would like to have us turn our attention to them, and see if we are going to impoverish them and their families under the nationalization that we can spend any sums to strengthen the Job Corps program.

If the gentleman would yield further, I would like to read a few quotations from some letters that we have in our files. This is from one person in my district who said:

Our income does not reach \$7,000 a year, and we pay taxes plus college costs for our child, and yet it is a struggle. But who cares? Our Government won't reimburse us for any of the expenses we have if our children stay in school.

If they have \$7,000 for an entire family, I suggest that the figure of \$13,000 is too high for 1 year for one enrollee for a Job Corps center, whether it is run by a school, a private industry, or whoever it is run by.

In another letter I have, it says:

Your approach to the poverty program has my wholehearted support. The tax laws allow only \$600 per year for each dependent in the family, and the family is expected to accomplish what the Federal Government cannot do with 10 to 20 times as much money.

An amount of \$7,500 is more generous than I would really recommend. It is an outside figure. It seems to me we ought to demand economy and well-run programs in the war on poverty—and not wage a war on the pocketbooks of taxpayers who are themselves close to the poverty line.

Mr. GOODELL. Mr. Chairman, I appreciate the comments of the gentlewoman from Oregon.

Let me say this in further answer to the gentleman's question. The issue of whether these camps are run by private enterprise, by schools, or by some other agency is not the question. The issue is that in all of them the cost is too high. It runs right through all of them, across the scale, whoever is running the camp. The costs are excessively high.

In addition, all the evidence thus far is that they are not doing the job as effectively as the area vocational schools are doing it. They are not putting a high proportion of boys and girls into jobs at the end of the line. They spill them out into regional offices, which then try to pick them up. In effect, most of them are dropped into the community with no help, or perhaps with

the same kind of help they would have had if they had never gone into a Job Corps camp.

Here we are in the Congress putting our stamp of approval in effect on the cost of \$7,500 per year per enrollee. We are in a position of favoring \$7,500 rather than \$9,100 or \$9,700. But what an awful choice we are given. What an awful confession it is for the Congress of the United States to say that we cannot run these camps for less.

Mr. GIBBONS. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman from Florida.

Mr. GIBBONS. Mr. Chairman, I am afraid the gentleman has nearly used up all the time I would have asked him to yield to me. I wanted to say we are not saying that these costs have to be \$7,500 a year. This is the ceiling.

Mr. GOODELL. The gentleman yesterday said they cannot get down to \$7,700 in 2 years.

Mr. GIBBONS. I did not say that. If the gentleman will check the RECORD, he will find I did not say that.

Mr. GOODELL. Then what did the gentleman say?

Mr. GIBBONS. I talked about \$7,500 that the gentleman from Minnesota [Mr. QUIE] mentioned. I did not participate in the debate.

Mr. GOODELL. If the gentleman disagrees, then perhaps it was the gentleman from Michigan [Mr. WILLIAM FORD], who said they could not get down to \$7,700 in 2 years.

The CHAIRMAN. The time of the gentleman from New York has expired.

Mr. GIBBONS. Mr. Chairman, I move to strike the last word.

We are not trying to set a \$7,500 floor under this thing. I say that unequivocally. This is a ceiling, not a floor. This is the upper limit and not the lower limit. This is not just one person, because the average term of the enrollee is only around 9 months. So the cost per enrollee will come down as we go along.

We made an honest mistake 3 years ago, based upon the best evidence that was given to us at the time. We thought the costs were going to be lower than they are. We underestimated them. Everybody did. No one dreamed the problem would be half as tough as it is. This is the reason why costs are high.

As the gentleman from Michigan [Mr. FARNUM], pointed out, this, of course, is being carried on under private enterprise by the best people in the management area we have in the United States: General Electric, Westinghouse, Litton Industries, Graflex, and Packard Bell. All of them are doing the best job they can do to keep the cost down. I have been to centers and camps and talked to these people, and I know they are trying to keep the cost down.

But when we have to give a person a set of false teeth, who has never had any dental work done in his life, or we have to operate on a man for a double hernia, there are all kinds of problems including psychological problems, and there is a tremendous amount of rebuilding of the human beings.

What is the alternative if we do not

intercept these people? I agree with the gentlewoman from Oregon that we have made mistakes by not starting earlier in this area, with the home and family and school, and not letting this problem go as long as it has.

We must intercept these people somewhere in society. We have to break this continuous cycle of poverty, this continuous regeneration of another cycle of poverty. If we do not spend the money now to make the cure we might end up with some person "riding a rocking chair" the rest of his life, to the tune of \$100,000, not \$7,500. We might be carrying that same person, in one of our penal institutions for a lifetime, or almost a lifetime, or in one of our mental health institutions.

I agree we are limited here. We are making mistakes because we did not start earlier.

We have a bill before the Rules Committee, H.R. 11322, which would make an earlier start. I hope we can get bipartisan support for it.

I agree with the gentlewoman from Oregon and I agree with some of my friends on the Republican side, we have a job to do. We will get it done. We will keep the costs down. American private industry and the public school system will do it.

Mr. BELL. Mr. Chairman, I move to strike the requisite number of words.

Mr. QUIE. Mr. Chairman, will the gentleman yield?

Mr. BELL. I yield to the gentleman from Minnesota [Mr. QUIE].

Mr. QUIE. I merely wished to point out at this time, Mr. Chairman, in the record, from the testimony of Mr. Paul R. Hunt, dean of occupational studies, Washtenau Community College, Ann Arbor, Mich., before the General Subcommittee on Education, July 13, Mr. Hunt said:

Part (b) of Congressman PERKINS' first point has to do with residential vocational schools. When it was first announced that such schools might become a reality in Michigan, it created much enthusiasm among those of us who were working in large cities or rural school districts where youths live who definitely need to be relocated to relieve them of surroundings that are not conducive to furthering their education. Such schools, if administered correctly, would help youths experience a wider vision of themselves and the world of work. Such schools could provide occupational, vocational and technical training in addition to remedial health and academic programs. Such schools, it was thought, could deal with the human side of community life and not be involuntary or custodial in any way. There is a great need for residential vocational schools for the truly educationally, culturally and adult deprived youth. By adult-deprived, I mean those youths who have very limited contact with a good adult model. These are the kind of adults that provide the guardianship that youth needs.

For a while we saw some hope in the Job Corps center in Michigan for some youths. The Center does a good job with those highly selected youths who enter the Corps. For example, youths coming to our Michigan center are of average intelligence, in good health, a reasonably good record in their community, and are closely associated with that level of student in school we call the "C" average.

Mr. PERKINS. You mean the Job Corps is not selecting the real poor student, poor youngster, that is from the intercity slums who is below the "C" average?

Mr. HUNT. "Poor" is a relative concept. I would say in this case they are more typical of the average "C" student we experience in our typical comprehensive high school program.

Mr. PERKINS. They are still overlooking the real disadvantaged youngster?

Mr. HUNT. In this case, yes.

Mr. PERKINS. Have you been through the Job Corps center in Michigan?

Mr. HUNT. Yes, I have.

Mr. PERKINS. And interviewed the youngsters?

Mr. HUNT. Yes.

Mr. PERKINS. And observed it closely?

Mr. HUNT. Yes.

Mr. PERKINS. You have not found this real hard core so-called disadvantaged youngster that we are seeking to do something for in the residential schools, vocational schools, enrolled in the Job Corps?

Mr. HUNT. Having an opportunity to compare the youths I found in the Job Corps center with the youths I worked with in the intercity, no.

So, Mr. Chairman, what we are talking about is not the real tough cases, on which one would expect to have high costs. What Mr. Hunt is speaking of, in Michigan, are those enrollees they should be able to train for at least as little as the residential training centers, which, as I put in the RECORD yesterday, averages a cost of \$2,600.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. BELL. I yield to the gentleman from New York [Mr. GOODELL].

Mr. GOODELL. To clarify the record I read from the CONGRESSIONAL RECORD of yesterday, page 23187:

We have a breakdown from the OEO, it shows in the coming year \$8,120. In the year after that it is \$7,765.

Subsequently, on the following page, the gentleman from Michigan [Mr. WILLIAM D. FORD] stated:

The chairman of our committee on the floor of the House just a few moments ago told the Congress very candidly that we do not expect the cost per enrollee to get below \$7,765 per year until sometime after fiscal year 1968.

We are playing with figures here. Yesterday we could not go below \$7,800 for 2 years and now we can go to \$7,500. Obviously we will accept the amendment, because it is the only thing available. There is nothing else that can be done. You have already rejected a more realistic ceiling. I would certainly not vote against a ceiling when we have had all of these fine sincere people telling us, Mr. Chairman, that you must go to \$9,100 or to \$9,700 in order to save these poor youngsters. We will vote for a \$7,500 ceiling and accept the gentleman's contribution, but we believe it should be far lower than that, as the gentlewoman from Oregon, I am sure, does also.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Oregon [Mrs. GREEN].

The amendment was agreed to.

AMENDMENT OFFERED BY MR. QUIE

Mr. QUIE. Mr. Chairman, offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. QUIE: On page 3, line 18, strike out "45,000" and insert "30,000".

Mr. QUIE. Mr. Chairman, I think if, coupled with the amendment which was offered by the gentlewoman from Oregon that was just adopted, we would pin this down to about the level of the Job Corps enrollees that we presently have—and the last figure I saw was 27,000 enrollees—this would enable them to take in the pipeline now for including in the centers now an additional 3,000 and bring the limit to 30,000 instead of 45,000. Then they will be required to work intensively on the number they presently have and do a good job with them within that \$7,500 limit before we go to expanding the Job Corps any more.

Mr. Chairman, I ask for support of my amendment.

Mr. GIBBONS. Mr. Chairman, I rise to oppose the amendment.

Mr. Chairman, we just adopted a ceiling of \$7,500 here. Now, let me tell you the position we are now in. If you will look at the amount of money being appropriated this year against what was spent last year in expenditures and what we are down to this year compared to last year, you will see that these camps have already been built. The facilities are in place, or else the contracts are let, and the buildings are now being built or rehabilitated.

The ridiculous position Mr. QUIE's amendment would leave us in is that we would have a lot of rehabilitated camps and a lot of rehabilitated buildings, and we would not be able to put people into them as we had planned to do this year. Instead of being able to live at the \$7,500 ceiling we just adopted, we would have to live within the ridiculously high figures our friends on the opposite side have been talking about all along. So this is simply an attempt to embarrass those of us who are trying to do a conscientious job here. We cannot live within this 30,000 ceiling. We have talked about a 45,000 ceiling all year long, and this is the first time I ever heard anything about a 30,000 ceiling. If you want the cost to go up to a ridiculous level, then you should adopt the Quie amendment. If you want lower costs and a continuation of the facilities we have already built and paid for, then you will vote no on the Quie amendment.

Mr. QUIE. Mr. Chairman, will the gentleman yield?

Mr. GIBBONS. I will be glad to yield to the gentleman.

Mr. QUIE. When the gentleman speaks about capital costs that have already been laid out, he will recognize that capital costs were exempted from the determination of the \$7,500 in Mrs. GREEN's amendment. So when you bring out the fact that they have already had high expenditures for capital costs, this is not counted in the \$7,500. Therefore, if they are to keep within that figure, they can train a few more students per teacher.

Instead of having a 2 to 1 enrollee-teacher ratio they can have 3 to 1.

Mr. GIBBONS. You have to look at

the capital costs and operating costs to get the costs to the taxpayer. That is what I am looking at. But you are looking at a political figure, and that is all you see [Mr. QUIE].

Mr. CALLAN. Mr. Chairman, will the gentleman yield?

Mr. GIBBONS. I yield to the gentleman from Nebraska, who can talk about this.

Mr. CALLAN. Mr. Chairman, a new Job Corps center is being opened at Lincoln, Nebr., and is being managed by the Northern Natural Gas Co., which is one of the finest companies in the Midwest. I have been working with these people in contract negotiations with OEO. I might point out that the contractual costs out there are \$5,240.

So, Mr. Chairman, the OEO has been tough in its negotiations.

Mr. Chairman, we have a fine company as the contractor which believes in this program and wants to try it.

Mr. Chairman, if we drop the 45,000 figure down to 30,000, this means that a new camp, one which is just opening and just beginning, one which already has about 100 enrollees—will have to be closed.

Mr. Chairman, this represents a waste of the taxpayers' money.

Mr. Chairman, this is a new program. Northern is taking some of the top management in their company and they have brought them down to this center and want to make this program work, and I believe it will be a good one.

Mr. Chairman, I hope that this amendment will be rejected so that we can give this company and this operation an opportunity, and not close this center before it opens.

(Mr. CALLAN asked and was given permission to revise and extend his remarks.)

Mr. GOODELL. Mr. Chairman, I move to strike the requisite number of words.

(Mr. GOODELL asked and was given permission to revise and extend his remarks.)

Mr. GOODELL. Mr. Chairman, I rise in support of the amendment.

Mr. Chairman, in the first place the latest figure we have is that there are about 27,000 people in the Job Corps now.

Mr. Chairman, in answer to the gentleman from Nebraska [Mr. CALLAN], the gentleman who just spoke, we will have a leeway of about 3,000 that can be added. Presumably, there will be some graduations during this period of time. But in any event, the gentleman from Florida [Mr. GIBBONS] indicated earlier that none of the money in the Job Corps appropriation authorization this year will go for capital construction.

So, Mr. Chairman, none of this money is going to new camps that we authorize in the future.

Mr. Chairman, the gentleman from Minnesota will simply, by his amendment if it is adopted, force them to more effectively and efficiently use their staffs and their present facilities.

And, Mr. Chairman, as the gentlewoman from Oregon [Mrs. GREEN] indicated yesterday, eliminate such situa-

tions on any significant scale would have one teacher for two students.

In other words, they can begin tightening their belts a little bit and live within these requirements.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman from Michigan.

Mr. WILLIAM D. FORD. Mr. Chairman, I do not know where the gentleman comes up with the figures that he cites, but they are not at all accurate, but we have, effective as of the 26th of September, a different figure.

Mr. GOODELL. The gentleman from Michigan [Mr. WILLIAM D. FORD] has had access to the OEO. We requested these figures during this last week and they did not give us the answer then.

Mr. WILLIAM D. FORD. Mr. Chairman, it is 28,653, and there has been much made of the fact that there is a margin of 3,000 slots between 27,000 and 30,000. I believe the gentleman is aware of that. The OEO has already contracted for 36,000 slots and we are actually in the position now to accommodate 36,000 people and very shortly we will be in a position to take on 31,000. This is the figure already assigned.

Mr. GOODELL. Of course, I would admit to the gentleman that the 45,000 limitation was not in the law before.

I favor some limitation until they get this program working properly. I do not think they ought to just go on expanding and building more camps and filling them at a cost of \$9,700 a year. Now you get into the circular reasoning that we have to increase the number of enrollees in order to cut down the costs. As a practical matter, I do not believe this is a fact. I think they could utilize what facilities they have constructed. There is no construction money supposedly in this bill whatsoever according to the gentleman from Florida [Mr. GIBBONS] and they could utilize these facilities with the 30,000. Then we would have a program that all of us on a bipartisan basis could support and improve.

I would reiterate my belief in the Job Corps concept, having urged it back in 1961 as a residential, experimental skill center in the District of Columbia. But I do not think the Job Corps has very much relationship to that kind of skill center or to the kind of vocational schools that are really doing a job across this country.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Minnesota [Mr. QUIE].

The amendment was rejected.

AMENDMENT OFFERED BY MR. GOODELL

Mr. GOODELL. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. GOODELL: On page 3, strike out the quotation mark at the end of line 18, and after line 18, insert the following:

"(g) The Director shall establish appropriate procedures to insure that the transfer of Job Corps enrollees from State or local jurisdiction shall in no way violate parole or probationary procedures of the State. In the event procedures have been established under which the enrollment of a youth sub-

ject to parole or probationary jurisdiction is acceptable to appropriate State authorities, the Director shall make provisions for regular supervision of the enrollee and for reports to such State authorities to conform with the appropriate parole and probationary requirements in such State."

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman.

Mr. WILLIAM D. FORD. Mr. Chairman, I have seen the amendment of the gentleman from New York [Mr. GOODELL]. He gave it to us yesterday. In behalf of the committee I would like to say we accept it.

(Mr. GOODELL asked and was given permission to revise and extend his remarks.)

The CHAIRMAN. The question is on the amendment offered by the gentleman from New York [Mr. GOODELL].

The amendment was agreed to.

AMENDMENT OFFERED BY MR. GOODELL

Mr. GOODELL. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. GOODELL: On page 4, line 3, after "SCHOOLS" insert the following: "; MILITARY CAREER CENTERS".

On page 4, line 5, strike out "section" and insert "sections".

On page 4, in line 15, strike out the quotation mark, and after line 15, insert the following:

"MILITARY CAREER CENTERS

"Sec. 112. (a) The Director shall provide, through agreement with the Secretary of Defense, for the establishment and operation by the Secretary of Defense of military career centers at which enrollees assigned thereto will be provided education, training, and other activities to prepare them for military service. Such centers shall be so operated as to equip the enrollees for a successful military career.

"(b) Enrollees in military career centers shall (1) have evidenced an interest in the possibility of qualifying for a military career or have expressed a special preference to become an enrollee in the military career center and (2) are not qualified for military service, but who show promise of becoming qualified for such service through preparation received in a military career center.

"(c) The Secretary of Defense shall have full and complete authority to design, program, and administer the military career centers and shall have complete authority over enrollees in said center. The Director's sole responsibility in connection with the military career centers shall be the screening and referral of applicants."

(Mr. GOODELL asked and was given permission to revise and extend his remarks.)

Mr. GOODELL. Mr. Chairman, this is a new proposal of the opportunity crusade that was in our bill when we introduced it in the early spring. Subsequently, the Secretary of Defense has announced a somewhat different program.

Our proposal would be that along with the conservation camps and the urban camps, there be set up under the Secretary of Defense what are called military career centers. They would be designed to help youngsters who want to make a career of the military service or who want to get into the service, but who are otherwise unqualified.

There would be no compulsory aspect

to it. We find that one of the ambitions of youngsters, particularly in the urban slums, is to get into the military service.

We find a fairly significant number of those who drop out of the Job Corps camps, or who graduate from Job Corps camps, go into the military service. Many of the slum youngsters are unqualified because their mental aptitude is too low. Selective Service has held their requirements at a fairly high level. Some of them are disqualified for other deficiencies that are correctable. This program would be for volunteers to go into a military career center run by the Secretary of Defense, and they would there be equipped to join the Regular service.

I would emphasize that it is not our purpose, as seems to be the purpose of the Secretary of Defense, to take youngsters who will never qualify for the military service, who are below military standards, and who have very little hope of serving usefully in the military service. This would take that marginal group of youngsters who could be helped and who want to go into the service. At this particular time in our country's history and the manpower crisis we have, these people who want to volunteer to serve in the service should be given that opportunity. This could be run on an economical basis. I am confident we would find the cost per enrollee far, far below the extravagant costs that we have now in both the urban and the conservation centers.

I urge the adoption of the amendment, and yield back the balance of my time.

Mr. WILLIAM D. FORD. Mr. Chairman, I rise in opposition to the amendment.

This is not a new proposal. Again I remind the Members that we voted against it yesterday. But it does at first blush have some appeal to those who might think of this as a possible substitute for military service for these boys.

In the first instance, I suspect that probably this amendment should not be before the House without first having been considered by the appropriate committee of the Congress, the Armed Services Committee, which might very well hold hearings on such an idea. I do not oppose the idea at all, but I do not think that it is a concept that can be tacked on the Job Corps without doing near fatal damage to the program. Let us examine for a minute what we would do if we accept the proposed military-type situation, or superimposed it upon the structure of the Job Corps.

First, clearly the Job Corps is not an alternative to military service, and it would not give an enrollee any exemption from or deferment from service in the military. If a boy is capable of being drafted, he is drafted. The fact is that the vast majority of the boys that we have as enrollees are not qualified either physically or mentally to be draftees at the time they come to the Job Corps.

However, on completion of their training many of these boys are going into military service. It is one of the finest examples of the success of this program. Mr. McNamara discussed this proposal

some time ago. He had in mind the people we classify as 1-Y under the draft system, which is a miscellaneous group of people with problems that would keep them from being what the military considers at this particular point of time a desirable candidate for service—and not the 4-F.

Mr. McNamara's plan, as he envisaged it after considerable study, did not get to the 4-F.

Mr. Chairman, the program that we have been talking about here for the past few days is a program for the worst kind of 4-F's; the boys who are too skinny to qualify as decent 4-F's. This is not a program that would serve as an alternative to military service. A very important strength of this program is that it is voluntary.

These are mostly slum kids who, in every instance, are young men and young ladies from a very difficult background, who voluntarily submit to this program and participate in it. The minute that this takes on the aspect of a military or semimilitary program, we lose that voluntary status and we lose a great deal of the appeal of the entire program.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. WILLIAM D. FORD. I yield to the gentleman from New York.

Mr. GOODELL. Mr. Chairman, I believe the gentleman's statement might have confused some people. Let me make it clear that this is added onto the existing Job Corps, so it is not a substitute for the present conservation and urban camps.

Mr. WILLIAM D. FORD. How much money does the gentleman propose to appropriate for this add-on?

Mr. GOODELL. We would not add on any money, because the authorization has been passed already in this bill. It is my recollection we would have authorized \$50 million for it, but in any event with reference to the proposal of the gentleman, I would like to comment.

Mr. WILLIAM D. FORD. Mr. Chairman, I decline to yield further at this point. The gentleman indicates this is an add-on. It is an add-on without any money. He has a limitation on us of \$7,500 per enrollee. We have a limitation in the number of enrollees of 45,000 training slots. Now he would take a large share of those training slots and allocate them to a military type camp, appropriate no money, and say it is an add-on.

It is not an add-on at all. It is an effort actually to redirect the program. Just a few moments ago, when we were talking about the total number of slots available, we indicated they were already underway with programs to provide us with the maximum we were now allowed under legislation in conservation centers and urban centers. Now to ask the Office of Economic Opportunity to redirect the programs would mean we would have to close down some of the urban centers.

Mr. QUIE. Mr. Chairman, I rise in support of the amendment of the gentleman from New York.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentleman from New York.

Mr. GOODELL. Mr. Chairman, I will not take long, but I want to answer the gentleman. In the first place, it is completely within the discretion of the OEO as to how much they allocate to this program. It would appear they could work out an agreement for some of the funds to be carried by the Secretary of Defense. I would assume they could work this out in conjunction with the program, and it is somewhat different from that program, the Secretary of Defense has indicated he is embarking upon.

I would, secondly, stress that this is not a compulsory program. It is not a military compulsory situation. It is totally voluntary. The gentleman's use of the word "compulsory" is misleading. In the amendment specifically, it is made voluntary. It is only for those youngsters who want and aspire to a military career and who aspire to get into the service. They will be given that opportunity to the extent that OEO and the Secretary of Defense are able to offer the opportunity.

The CHAIRMAN. The question is on the amendment offered by the gentleman from New York [Mr. GOODELL].

The amendment was rejected.

AMENDMENT OFFERED BY MR. QUIE

Mr. QUIE. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. QUIE: On page 7, after line 12, insert the following:

"TRANSFER OF WORK TRAINING PROGRAMS TO DEPARTMENT OF LABOR

"SEC. 108. (a) The functions of the Director of the Office of Economic Opportunity under part B of title I of the Act are transferred to the Secretary of Labor. The functions transferred by this section shall be performed by the Secretary of Labor or, subject to his direction and control, by such officers, agencies, and employees of the Department of Labor as he shall designate.

"(b) There are transferred to the Department of Labor, for use in connection with the functions transferred by subsection (a), so much as the Director of the Bureau of the Budget shall determine of the personnel, property, records, and unexpended balances of appropriations, allocations, and funds (available or to be made available) of the Office of Economic Opportunity as relate to functions transferred by this section."

Mr. QUIE. Mr. Chairman, as one could hear from the reading of the amendment, this would transfer what we now know as the Neighborhood Youth Corps over to the Department of Labor.

The Neighborhood Youth Corps, which we attempt to transfer from the Office of Economic Opportunity to the Department of Labor, as we know, is actually administered by the Labor Department.

However, the Department of Labor does not have the policymaking authority.

Our committee hearings pointed out how poor, even communication is between OEO and Labor about the program. When Sargent Shriver testified and was questioned concerning ineligible enrollees, he stated that there were only 5 ineligibles, and on the same question, Secretary Wirtz stated there were 1,700

ineligibles. We agree with Mr. Wirtz's more stringent application of the rules. Therefore, our amendment would give all responsibility for the Neighborhood Youth Corps to the Department.

I believe the transfer would enable us to better coordinate this with the other programs already operated by the Department of Labor. For that reason, I believe this would be a good amendment.

Mr. BRADEMAS. Mr. Chairman, I rise in opposition to the amendment.

I must oppose the amendment of the gentleman from Minnesota for a number of reasons.

The gentleman really has not suggested any particular advantage which would be gained by transferring the Neighborhood Youth Corps over to the Department of Labor.

I believe it is appropriate in this respect for me to cite the response made to a question put to the Secretary of Labor himself on this very point of the relationship between the Department of Labor and the Office of Economic Opportunity in the administration of the Neighborhood Youth Corps. Said Secretary Wirtz:

I think quite candidly, the working relationship there, and I don't mean just in light cooperation, I mean in hard terms of people working together, and not doing other people's jobs, has been almost complete and almost perfect.

Secretary Wirtz went on to say that, so far as the Neighborhood Youth Corps program is concerned, he believes the tie-up works "almost ideally."

There is another reason why the suggestion of the gentleman from Minnesota is unwise. It is that effective coordination of the war on poverty requires a close relationship between the Office of Economic Opportunity and the several antipoverty programs that are authorized by the Act. It seems to me that we would lose the thrust of the entire Economic Opportunity Act, which is to be of assistance in fashioning programs to give greater opportunity to the very poor people in our country, if we were to transfer these programs away from the administrative control of that agency which has primary responsibility for the conduct of all these programs, the Office of Economic Opportunity.

I believe it is significant that even the substitute offered by the gentleman from Minnesota, if I heard him correctly, there is a provision requiring that NYC projects be funded through local community action agencies. So if it is admitted that there should be a clear connection at the local level between the Neighborhood Youth Corps and the overall antipoverty effort, it seems to me wise to maintain it at the Federal level as well.

I hope the amendment of the gentleman from Minnesota will be defeated.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Minnesota [Mr. QUIE].

The amendment was rejected.

AMENDMENT OFFERED BY MR. GOODELL

Mr. GOODELL. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. GOODELL: On page 6, strike out "and" in line 10; strike out

the period in line 15 and insert: "; and (5) no grant shall be made for a Neighborhood Youth Corps out of school program unless specific provisions have been made for appropriate training and basic education constituting at least one-fifth of the period for which they are paid."

(Mr. GOODELL asked and was given permission to revise and extend his remarks.)

Mr. GOODELL. Mr. Chairman, this is a very simple amendment. It conforms to the original intention of the Director of the OEO and the Secretary of Labor. They indicated, when they first came before us in our committee, that in the Neighborhood Youth Corps program the objective was to have basic training in education.

The Neighborhood Youth Corps is broken generally into two groups. One is a program for in school enrollees. These are the potential dropouts who are in need of money in order to stay in school. Obviously these youngsters will get an education. They work part time to get pocket money in order to stay in school. The second part of the Neighborhood Youth Corps is called the out of school program. It is for those youngsters who have dropped out of school and whom we want to encourage either to go back to school or get them working while acquiring some basic education and training. Unfortunately, the Secretary of Labor testified to us this year that in the out of school program only 10 percent of the enrollees—only 10 percent—were getting any education or basic training—10 percent of the out of school Neighborhood Youth Corps boys and girls are getting any training or education. This means that for 90 percent of the Neighborhood Youth Corps out of school enrollees all they are getting is money in their pockets and the chance to work at whatever is offered to them.

The whole concept of the Neighborhood Youth Corps is to uplift these youngsters; not to give them a menial job at which they will subsist the rest of their lives at public pay but to get them some money in their pockets and some work experience and in addition to start them with some meaningful basic training in education.

As testified to by the Secretary of Labor and by Mr. Shriver, they felt they would work out 5-day programs and 4 days the Neighborhood Youth Corps youngsters would be employed. The fifth day for 8 hours he would have some kind of basic education or training. It is shocking, with the money we have been spending on the Neighborhood Youth Corps, that only 10 percent of the out of school Neighborhood Youth Corps youngsters have been getting any training or any education along with their work. My amendment would require that before a grant is made to a local Neighborhood Youth Corps program, provision be made to the satisfaction of the Director that they are going to provide some kind of basic education or basic training for at least one-fifth of the period for which they are paid.

This is a clear and simple amendment, and I believe by this requirement we can see to it, when the director is petitioned for money for a Neighborhood Youth

Corps program, that he will go back and say, "Fine. We will give you the money, but you show us where you are going to give them basic education and where you are going to give them some basic training so you are uplifting them for the future as well as putting money in their pockets at the present." I believe that the amendment will do a great deal to improve the Neighborhood Youth Corps program, and I ask for its adoption.

Mr. BRADEMAs. Mr. Chairman, I rise in opposition to the amendment offered by the gentleman from New York.

I say this, however, Mr. Chairman, at the same time that I make the observation that I am in substantial agreement with a good deal of what the gentleman from New York just said. It is precisely for this reason that in section 112 of H.R. 15111, the committee provides that in the shaping of the Neighborhood Youth Corps programs, the Director shall—and I emphasize the word "shall"—be "formulate and carry out programs" to provide Neighborhood Youth Corps enrollees with "educational and training assistance, including basic literacy and occupational training designed to assist the individuals to develop their maximum occupational potential." I have been reading from the language of the bill.

So it seems to me, Mr. Chairman, that the language in the committee bill does precisely what the gentleman is urging. For we want to increase the holding power of the Neighborhood Youth Corps not only by making available a variety of services in the way of education and literacy training both from Community Action programs and from the Elementary and Secondary Education Act, but such resources may not be available from either of these two sources, to make it possible, as the amendment in the committee bill does, for the sponsors of the Neighborhood Youth Corps programs to include such training and educational assistance in the programs.

For that reason, Mr. Chairman, I believe that the committee amendment is quite adequate without putting in the additional restrictions represented by the amendment of the gentleman from New York.

Mr. Chairman, I urge the defeat of the gentleman's amendment.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. BRADEMAs. I yield to the gentleman from New York.

Mr. GOODELL. Mr. Chairman, I would say to the gentleman from Indiana that the committee bill has put in language which says that we hope we can do this. This is the broad purpose of it. That is what, basically, the officials of the administration raised and testified to originally that they were going to try to do.

Mr. BRADEMAs. I must tell the gentleman from New York that if he will look at page 4 of H.R. 15111, beginning on line 20, he will see the following language:

NEIGHBORHOOD YOUTH CORPS

SEC. 112. (a) The Director shall formulate and carry out—

(1) programs to provide part-time em-

ployment, on-the-job training, and useful work experience for students from low-income families who are in the ninth through twelfth grades of school (or are of an age equivalent to that of students in such grades) who are in need of the earnings to permit them to resume or maintain attendance in school, and

(2) programs to provide unemployed individuals useful work experience and on-the-job training, combined where needed with educational and training assistance, including basic literacy and occupational training designed to assist the individuals to develop their maximum occupational potential. Participation shall be limited to individuals aged sixteen through twenty-one years.

Mr. GOODELL. Mr. Chairman, will the gentleman yield further?

Mr. BRADEMAs. Yes, I yield further to the gentleman from New York.

Mr. GOODELL. Mr. Chairman, the Secretary or the Director is under an obligation to the Congress to set up these programs. I am sure that he will go ahead and try to set them up under this prescription.

However, Mr. Chairman, my amendment would require them to make provision for this locally before they are funded.

The language as contained in the bill says, in effect, that the Secretary shall go ahead and set up general programs which try to get these boys and girls into the program.

Mr. BRADEMAs. Mr. Chairman, permit me to state to the gentleman from New York that we think his proposal may be too stringent, because there may well be cases where all the out-of-school youngsters in a local Neighborhood Youth Corps program may not need remedial education and it would, therefore, be a waste of expenditures to require a local Neighborhood Youth Corps sponsor to set up such a program.

That is why the language of the bill says, that useful work experience and on-the-job training are to be provided combined "where needed with educational and training assistance."

And, Mr. Chairman, I might further point out that some NYC programs provide such services at no expense to the contractor. The gentleman's amendment might well lead to Federal expenditures for services that are already provided elsewhere.

Mr. GOODELL. Mr. Chairman, if the gentleman will yield further, that certainly would not be true. All that is required is that they get this minimal training and we have provided that it would make no difference.

Mr. Chairman, the first point that the gentleman made, that they may not need this basic training and education, that is the entire purpose of the Corps. Everyone who participates in this program is supposedly a person who needs some kind of education and basic training. That is the concept of this entire legislation and this entire approach. No one has testified differently, nor has the Secretary taken a different position.

Mr. BRADEMAs. Mr. Chairman, if the gentleman will yield further, I would ask that the gentleman read the bill and read it carefully. If the gentleman will read the bill, the gentleman will see that with reference to the criticism that the

gentleman has very intelligently raised, we have come up with a more effective and flexible provision, and I therefore urge the defeat of the gentleman's amendment.

Mr. FARBSTEN. Mr. Chairman, I move to strike the requisite number of words.

(Mr. FARBSTEN asked and was given permission to revise and extend his remarks.)

Mr. FARBSTEN. Now, Mr. Chairman, I do not know the technical phases of this legislation, because I am not a member of the Committee on Education and Labor.

But, Mr. Chairman, it so happens that in the congressional district which it is my honor to represent we have a Neighborhood Youth Corps, which operates, under the name of "Mobilization for Youth" program.

Experience gained in the early Mobilization for Youth project on the Lower East Side was part of the planning and built into the Neighborhood Youth Corps concept. That work experience could provide the exit for disadvantaged youth from poverty was proved early in the Mobilization for Youth project. Mobilization is still leading the way. The Neighborhood Youth Corps has funded a demonstration project—now in operation. Since 1962 Mobilization has helped hundreds of young people through meaningful work experience. Remedial education is now being built into the project in two ways: First, as part of the job experience, and second, after work hours are finished. It is expected that the results can be used in projects all over the country.

Mr. Chairman, experience has shown that these various programs must be such as to attract young dropouts and if you are going to wait until you have a certain proportion of young people before you start funding, you will never get off the ground.

Mr. Chairman, I know that this program—the Mobilization for Youth program—does meet the criteria for anti-poverty funds.

Mr. Chairman, these people are taught to be carpenters, they have students where they teach them to be short-order cooks, service station attendants, and garage workers.

Mr. Chairman, so while I believe the idea of the gentleman from New York is salutary, nevertheless it would deny the very purposes of the program.

The CHAIRMAN. The question is on the amendment offered by the gentleman from New York [Mr. GOODELL].

The question was taken; and on a division (demanded by Mr. QUINCY) there were—ayes 16, noes 40.

So the amendment was rejected.

Mr. GOODELL. Mr. Chairman, I make the point of order that a quorum is not present.

The CHAIRMAN. The Chair will count. [After counting.] One hundred and three Members are present, a quorum.

AMENDMENT OFFERED BY MR. ERLBORN

Mr. ERLBORN. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. ERLBORN: On page 6, strike out lines 16, 17, 18, 19, and 20, and on line 1 of page 7, strike out "(c)" and insert "(b)".

On page 7, in line 4, strike out the quotation mark and after line 4, insert the following:

"INDUSTRY YOUTH CORPS

"SEC. 114. (a) (1) There is hereby established under the Neighborhood Youth Corps a program to provide employment of youths between the ages of sixteen and twenty-two in private, profitmaking enterprises. The Director is empowered to make such regulations as he shall deem necessary to insure that private employment of such youths shall be under such conditions and terms as to meet all requirements of public and private non-profit programs, and to insure that participating youths benefit from their employment without exploitation or unreasonable profits by the employer.

"(2) Programs to provide employment for youths under this section shall only be approved if they are implemented through contracts between a qualified community action agency and employers under conditions of supervision and regulation by such said qualified community action agency.

"(b) The Director shall approve an application under this part only if he finds that enrollees in the program will be employed under a contract or agreement between the qualified community action agency and an employer under which the enrollees will be provided on-the-job training that meets the following requirements:

"(1) The training content of the program is adequate, involves reasonable progression, and holds promise that it will result in the qualification of trainees for suitable employment.

"(2) The training period is reasonable and consistent with periods customarily required for comparable training.

"(3) Adequate and safe facilities and adequate personnel, and records of attendance and progress will be provided.

"(4) The enrollee will be compensated at such rates, including periodic increases, as may be deemed reasonable under regulations of the Director, but in no event shall exceed the rate of pay for regular employees performing similar services.

"(5) No enrollee will be permitted to participate in the program for more than a year, except that an enrollee may be permitted to participate for one additional year if it is ascertained that (A) he will benefit from an additional year under the program, (B) his employer is making adequate provision for his possible long-term employment, (C) he is unable to qualify for suitable employment without part of his wages being paid from sources other than his employer or for other training suitable to his needs, and (D) consideration has been given to the feasibility of the employer paying a larger portion of his wages in view of his experience and training.

"(6) Adequate provision is made for supplementary classroom instruction where appropriate.

"(7) The training will increase the employability of the enrollee in occupational skills or pursuits in which the Secretary finds there is a reasonable expectation of his permanent employment.

"(8) The employer shall pay at least 66 2/3 per centum of the enrollee's wage."

The CHAIRMAN. The gentleman from Illinois is recognized for 5 minutes in support of his amendment.

Mr. ERLBORN. Mr. Chairman, title I-B of the Economic Opportunity Act is popularly known as the Neighborhood Youth Corps. It is extremely significant that the title given this program in the act is "Work Training." The title

states the clear directive that the enrollees in the program be given training. The purpose of the program can be twofold; either to train the youth for a permanent job or to equip him, for the most part financially, to resume or continue his education.

While thousands of youths have been enrolled in the program over the past 2 years, it is evident that the "training" purpose has been neglected in order to fulfill another purpose—that of keeping youngsters off the street—a sort of baby-sitting program for older babies. In keeping the youngsters off the streets during the long, hot summer, the Neighborhood Youth Corps has failed to prepare the youngsters for the even longer cold winter. Is the program providing the youngsters with the necessary training to enter the private sector of our economy? No. The title "Work Training" has been completely forgotten and been replaced.

The extent of how little training is really being provided was revealed by the testimony of Secretary of Labor Willard Wirtz in his testimony before the House Subcommittee on Poverty this year. He disclosed that only 10 percent of the Neighborhood Youth Corps enrollees were receiving any remedial education. Nothing has been done, because of a prohibition in the law, to train youths in private industry.

The amendment which I am offering would establish an industry youth corps for the training and employment of unskilled young people in private industry. Enrollees in the program would be those youths who, it has been determined, cannot profit from further regular academic training. Two-thirds of the wages of the enrollee would be paid by the employer and one-third will be paid by OEO, thus enabling many more youths to participate at less public expense. Strict training standards are applied for the protection of the enrollee.

Bowing to pressure that Neighborhood Youth Corps enrollees receive some actual job training, the Democrats included in the committee bill this year a phrase almost obscured in the remainder of the bill, which states:

(b) In approving on-the-job training projects, the Director is authorized to enter into agreements with other than public or private nonprofit organizations to pay reasonable training costs but not wages paid to enrollees for services performed.

Since it was Republicans who first proposed an Industry Youth Corps, we are in favor of a program that provides productive jobs and training for young people in private industry but the amendment to the bill, under consideration is unacceptable.

Carefully evaluated, the Democratic amendment does not fulfill the need of enrollees for vocational training. The worst feature is that absolutely no criteria are established for training, selection of enrollees, or qualification of sponsors. We shudder to think of a repetition of the abuses which have developed because of an absence of guidelines in other war on poverty programs.

Mr. Chairman, I hope that the amendment will be adopted.

(Mr. ERLNBORN asked and was given permission to revise and extend his remarks.)

Mr. BRADEMAS. Mr. Chairman, I rise in opposition to the amendment.

This amendment is not a sound one. It would authorize the use of Federal funds to pay a third of the wage costs of employing Neighborhood Youth Corps enrollees in profitmaking organizations.

There is no mention of assistance or matching with respect to nonwage items, such as training costs. It is very difficult indeed to tell from the language of the amendment whether any or all of these costs would be paid by the Federal Government.

In view of what the gentleman from Illinois just said about the dangers of the committee amendment, it ought to be pointed out with respect to his own amendment that the use of Federal funds to subsidize private employers in the manner in which his amendment would propose is fraught with a number of potential problems of exploitation and competitive inequities.

I suggest, Mr. Chairman, that the provision in the committee bill relating to on-the-job training is far sounder, for under the provisions in the committee bill, the Federal Government would pay reasonable training costs but not wages. The competitive inequities I have suggested would be avoided. This approach is one Congress has adopted under the highly successful Manpower Development and Training Act.

Another point that should be mentioned in respect of the gentleman's amendment is this: Under his amendment the Federal share of the Neighborhood Youth Corps program, I believe I heard him say—and will he correct me if I am mistaken?—was 75 percent. Is that correct?

Mr. ERLNBORN. That is correct.

Mr. BRADEMAS. I would suggest to the gentleman that this degree of burden, of 25 percent burden on the local sponsors of the program, is an unrealistic one, as we have all found with experience under the Manpower Development and Training Act.

We feel very strongly on this side of the aisle, Mr. Chairman, that there is a good deal to be said for the inclusion of placement of enrollees in private industry in on-the-job training programs as part of the Neighborhood Youth Corps. In this respect we are in agreement with the gentleman on the other side of the aisle, but we feel that the committee approach will be a far sounder one.

Therefore, I urge rejection of the gentleman's amendment.

Mr. GOODELL. Mr. Chairman, I rise in support of the amendment. I believe the RECORD should be clear what we are doing here. Many of us feel we should be providing jobs in industry, productive jobs in private enterprise where possible. Those of us who do not oppose the Neighborhood Youth Corps concept feel that it is missing one major factor, that is, that it is limited to providing jobs in public or private nonprofit organizations. This would move into the fields where we can supplement a wage, where with carefully prescribed standards there can be

no exploitation and an employer gives a guarantee that in his opinion this young person would qualify for a permanent job, where he would get on-the-job training, and where he has some promise of advancement. It would move into this field rather cautiously, but it is a field we must move into.

All of us are aware that one of the most critical problems in this country is the unemployment of unskilled youth. With all the advances we are making in cutting down unemployment in the other sectors, we are going backwards with reference to our young people. The unemployment rate for young people is remaining very stable, and, as a matter of fact, it seems at this stage, particularly among the Negroes, to be going up, while the general unemployment rate is going down. We constantly hear the argument given by some that the reason for this is the minimum wage, that employers would hire these youngsters if they did not have to pay such a high minimum wage.

Without getting into that argument one way or another—because I believe people should receive a minimum wage, and I supported the minimum wage legislation—this would give a positive approach to this problem. Government would pay some 40 to 45 cents on the boy's or girl's wage, and the employer would pay 80 cents or 85 cents or 95 cents. The employer would have an inducement to take this youngster, but it would have to be under prescribed circumstances where he could satisfy the director he was going to provide training and there was promise that he was going to provide an opportunity for this youngster to have a permanent job.

It is limited very carefully to a total of 1 year, unless there are very stiff, stringent requirements met for the second year.

It is all in the discretion of the Director to set up regulations to see that there is no abuse.

I say to the gentlemen who have argued against it and who probably will vote against it today, I believe very sincerely that in the next year or the next 2 or 3 years they will find themselves voting for this kind of plan, and they will have to look back and say, "We rejected it when it was proposed in 1966."

It is a good idea. It is sound. It should be adopted. If the gentlemen will open their minds to some new ideas which do not come from their side of the aisle, I believe they might feel there was real merit to this.

Mr. FRASER. Mr. Chairman, I move to strike the requisite number of words.

I wish to express my belief that this amendment has considerable merit. As I have looked at the operation of the Youth Corps and the on-the-job training program, it seems to me we have lost considerable opportunity to utilize the private sector of industry for providing work experience and work training opportunities which would be helpful to these young people. I believe we need to move in this direction because, if these young people can get into private industry settings, it is likely they will pick up work disciplines and skills and attitudes

to help them survive in private jobs, and this will substantially enhance their future.

I commend the gentleman from Illinois and the gentleman from New York for offering this amendment. I would say, however, I find it somewhat of concern that this would draw down on the funds available for the regular Neighborhood Youth Corps program. For that reason I am not inclined to support it at this time.

I believe the concept is sound. I wish there were more attention given to developing this kind of idea.

I believe it has much promise and deserves more attention.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. FRASER. I am glad to yield to the gentleman from New York.

Mr. GOODELL. I appreciate the gentleman's comments and his support of the soundness of the concept.

With reference to the amount of money, unfortunately, because the authorizations were at the outset, there is no way we could increase that.

I would say to the gentleman that this is entirely in the discretion of the Director as to how much he will allocate to this program. He need not cut back significantly on the Neighborhood Youth Corps, if he feels the program is not taking hold.

The great value of it is that the Government would pay only one-third of the cost. Under the Neighborhood Youth Corps we pay 90 percent, and in reality, since they can make in-kind contributions for the 10 percent, we are in effect paying the whole salary.

If we were to pay only one-third, a great many more youngsters would be helped, if private enterprise moved in and cooperated and paid two-thirds of the way.

I thank the gentleman for his support.

Mr. FRASER. I thank the gentleman for those additional thoughts.

I am concerned, however, that the present Neighborhood Youth Corps be continued. I did witness its operation personally in my district last Friday. I am concerned about merely adding on this new program.

I do hope that the committee members will look at this kind of approach much more carefully in the future and that we can expand this kind of opportunity in the future.

Mr. SCHEUER. Mr. Chairman, I rise in opposition to the amendment.

I wish to say to my colleagues, there is nothing new and different about this amendment which is not already being carried on in existing programs. More than half of the 125,000 Manpower Development and Training Act enrollees are in on-the-job training programs for disadvantaged teenagers from slum areas.

There are a number of corporations which right now are doing excellent work in the Manpower Development and Training Act program. For example, the Department of Labor is working with 10 of the major steel companies in putting disadvantaged youths on the job-training program. The steel companies are represented by the president of the Inland

Steel Co. and the president of the Republic Steel Co. I. W. Abel, the president of the Steelworkers Union, is cooperating in this effort.

A second example is the Chicago "Jobs Now" project. The Department of Labor has approved and funded an experimental and demonstration program to recruit and place 3,000 young men and women from the Chicago streets in suitable employment. More than 200 private business firms in Chicago are co-operating with the YMCA, the urban league, the State employment service and the city of Chicago in providing productive employment for those youths who are hardest to reach.

The project is designed to provide 2 weeks of job-oriented training including human relations, work concepts, grooming and hygiene, money management and transportation problems. Business and industry have agreed to waive the usual standards for employment—a high school diploma, no police record, and minimum aptitude test scores. As the youths are placed in jobs, special programs are developed to enhance their work habits and skill performance levels. Each program is tailored to fit the individual company, and includes such techniques as orientation sessions with supervisory personnel; classroom instruction in work attitudes, job skills, and/or basic education; simulated work site experience; human relations training for company personnel; and reimbursable on-the-job training subcontracts.

A unique feature of the project will be the operation of a seminar center conducted by the U.S. Employment Service for governmental, agency, and industrial personnel who are responsible for recruitment, training, and employment of the disadvantaged. Participants will receive human relations training on problems of dealing with the disadvantaged, as well as direct exposure to street-oriented youth.

The examples are many. For instance, the aerospace industry is cooperating after a meeting with Vice President HUMPHREY many months ago. The Northrop Aircraft Aviation Co. has several hundred young people from Watts in on-the-job training programs.

The trainees will be given an orientation program in the plant, and through interviews, tours, and consultation with a company counselor will start a training program in areas wherein it is felt he needs to gain further skills. In some cases it may be found that the trainee could begin immediately on-the-job training for a particular job, or he may need a balanced program of literary training and job skill tryouts. As his skills increase, he will be assigned to production areas and work in the regular job for which he is aspiring.

When an individual reaches a satisfactory production rate and is capable of doing the job full-time, he will be spun off into that job and removed from the training program. The training vacancy will be filled with a new employee recruited from the disadvantaged population.

Here in the East in Buffalo, the Opportunities Development Corp., a com-

munity organization, is sponsoring an experimental and demonstration project involving intensive counseling, supportive services, job development, on-the-job training, and basic and remedial education at the job site for 1,000 severely disadvantaged persons.

An extremely important feature of this project is a program to train 200 tutors for the basic education component of the project. The tutors are recruited largely from indigenous groups for a 6-week training program designed to develop tutorial skills in basic and remedial education and a knowledge of the problems and needs of disadvantaged persons.

The ODC is a community organization whose board is composed of representatives of the chamber of commerce, NAACP, education, civic groups, the Employment Service, and a wide range of businesses and industries.

These are only a few examples of what is being done to train the unemployed and disadvantaged. It is proof positive that private enterprise has already been willing to engage itself in this great undertaking.

But the Job Corps and the NYC are different programs. In a pluralistic society it makes sense for us to experiment and innovate to devise different means and techniques of working with these kids. The corporations have a fine and constructive role to play and they are playing it very effectively indeed. No such new program is needed at this point in time.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. SCHEUER. Of course. I am happy to yield.

Mr. GOODELL. I hate to see the gentleman say that no such program is needed.

Mr. SCHEUER. I said no such new program is needed because this training is progressing with very effective leadership in the Department of Labor.

Mr. GOODELL. It is very limited in its scope, though. They cannot pay the proper wages. On-the-job training with equipment and teachers provided to train the people working in the plant and being paid a regular salary and receiving wages which are proper for the job. Now, this is a brand-new approach which goes beyond on-the-job training and says that these youngsters may not be worth to you the \$1.25 but you can take them at only two-thirds of that cost or \$1.60, as we hope the minimum will soon be for all people under the new minimum wage law, for a 1-year period while they acquire some training and they will be worth the money we will have to pay them. This is an experimental new approach to offer these people jobs in private enterprise. The gentleman is the author of a provision in this bill to provide public jobs to people who cannot qualify for private enterprise jobs. This would presumably make that group of people you are trying to reach that much smaller and contract it.

Mr. SCHEUER. That is correct.

Mr. GOODELL. We should make more jobs available in the private sector.

Mr. SCHEUER. There is no question

about it. We must have a dual approach, I believe, by providing jobs for unemployed youth both in the public sector and the private sector. Corporations have awakened, as I have just pointed out, to the need and they are doing very constructive and worthwhile experiments. In the long run these job programs in private enterprise will be highly valuable.

Mr. GOODELL. I do not understand the gentleman's opposition to this amendment, because it does do more than the Job Corps does on it at the present time.

Mr. SCHEUER. I believe that the very comprehensive committee bill is the best approach to these problems and that is why we must oppose this amendment.

Mr. GOODELL. There are provisions in here to see that it is not exploited. The guidelines for that are in here. The gentleman should be for this amendment from what he has said.

Mr. SCHEUER. I am for the program, and I believe the committee bill does the job.

Mr. GOODELL. The committee bill does nothing of this nature.

Mr. MICHEL. Mr. Chairman, I move to strike the last word.

(Mr. MICHEL asked and was given permission to revise and extend his remarks.)

[Mr. MICHEL addressed the Committee. His remarks will appear hereafter in the Appendix.]

The CHAIRMAN. The question is on the amendment offered by the gentleman from Illinois [Mr. ERLNBORN].

The question was taken; and on a division (demanded by Mr. ERLNBORN) there were—ayes 26, noes 41.

Mr. ERLNBORN. Mr. Chairman, I demand tellers.

Tellers were refused.

Mr. GOODELL. Mr. Chairman, I make the point of order that a quorum is not present.

The Chair will count. [After counting.] Eighty-seven Members are present, not a quorum.

The Clerk will call the roll.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 315]

Albert	Hagan, Ga.	O'Konski
Aspinall	Harvey, Ind.	Olsen, Mont.
Ayres	Hébert	O'Neill, Mass.
Bow	Howard	Pirnie
Brown, Calif.	Johnson, Okla.	Poage
Callaway	Jones, Ala.	Pool
Cameron	Jones, Mo.	Powell
Carter	Kee	Pucinski
Celler	King, N.Y.	Rees
Clark	Kirwan	Resnick
Daddario	Kluczyński	Robison
Denton	Landrum	Rogers, Tex.
Derwinski	Long, La.	Roncalio
Dickinson	McClory	Rooney, Pa.
Dow	McMillan	Scott
Duncan, Oreg.	Mackie	Stephens
Dyal	Martin, Ala.	Teague, Tex.
Edwards, La.	Martin, Mass.	Thompson, Tex.
Evans, Colo.	Mathias	Todd
Fisher	Monagan	Toll
Flood	Morrison	Tuten
Flynt	Morse	Udall
Fogarty	Moss	Utt
Gray	Nedzi	Willis
Greigg	O'Hara, Ill.	Wright
Gubser	O'Hara, Mich.	

Accordingly, the Committee rose; and the Speaker having resumed the chair, Mr. BROOKS, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill (H.R. 15111) to provide for continued progress in the Nation's war on poverty, and finding itself without a quorum, he had directed the roll to be called when 351 Members responded to their names, a quorum, and he submitted herewith the names of the absentees to be spread upon the Journal.

The Committee resumed its sitting.

AMENDMENT OFFERED BY MR. ROUDEBUSH

Mr. ROUDEBUSH. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. ROUDEBUSH: On page 6, before the semi-colon on line 7, insert "and no enrollee will be considered eligible if he has a parent employed by the Federal Government or as an elective or appointive official of a State or local government,".

(Mr. ROUDEBUSH asked and was given permission to revise and extend his remarks.)

Mr. ROUDEBUSH. Mr. Chairman, the purpose of this amendment is very clear. However, I would like to explain further in this manner: I am sure that my good friend, the gentleman from Florida, the chairman of the committee, who is handling this bill, is aware of the fact that we have had widespread criticism of this program in some sections of the country to the effect that children of employees of the Federal Government and employees of local governments have participated in a program designed to alleviate poverty. I feel that this has no place in our Neighborhood Youth Corps.

Mr. Chairman, the purpose of this amendment is very simple in nature. It merely precludes or prevents the children of a public employee from participating in the Neighborhood Youth Corps.

Mr. Chairman, I believe the question which we have to decide today in voting upon this amendment, is whether or not it is proper for the children of a public official or public employee to be eligible recipients of poverty funds.

Mr. Chairman, I believe it would be an indictment of our Federal pay system, as well as the pay system of our local employees and other employee echelons of Government, if we should permit these children to continue to participate.

Mr. Chairman, I believe this is a good amendment.

Mr. Chairman, I believe I speak for both sides of the aisle when I say that we have a quandary today. We have a bill pending before us that has so many different facets and so many different purposes that many of us would like to vote upon each section individually. Of course, this is impossible.

Mr. Chairman, why do many of us find ourselves in this quandary? My amendment would alleviate one of my objections.

Mr. Chairman, I am sure that this simple amendment which I have offered,

if adopted, will alleviate much of the criticism of the Neighborhood Youth Corps.

Mr. Chairman, I hope that the Committee will accept the amendment.

Mr. RANDALL. Mr. Chairman, will the gentleman yield?

Mr. ROUDEBUSH. I yield to the gentleman from Missouri.

(Mr. RANDALL asked and was given permission to revise and extend his remarks.)

Mr. RANDALL. Mr. Chairman, I would like to ask the gentleman from Indiana [Mr. ROUDEBUSH] whether his proposed amendment applies only to Federal employees or does it apply to State and city employees?

Mr. ROUDEBUSH. Mr. Chairman, I would state to the distinguished gentleman from Missouri that the amendment, if adopted, would apply to all public employees.

Mr. RANDALL. Mr. Chairman, if the gentleman will yield further, I am glad to hear that statement, because if the amendment is adopted, I am sure it would be of help in our area.

Mr. Chairman, I would like to associate myself with the intent and purpose of the amendment which has been offered by the gentleman from Indiana [Mr. ROUDEBUSH].

Mr. ROUDEBUSH. Mr. Chairman, I thank the gentleman from Missouri.

Mr. Chairman, this is not a politically motivated amendment at all. I believe it is one amendment, if adopted, which would alleviate some of the criticism of the program which, personally, I believe has done a great deal of good for our Nation.

Mr. Chairman, I have discussed this proposed amendment with the chairman of the Committee on Education and Labor, and I hope the gentleman will see fit to accept this amendment.

Mr. GIBBONS. Mr. Chairman, I rise in opposition to the amendment.

(Mr. GIBBONS asked and was given permission to revise and extend his remarks.)

Mr. GIBBONS. Mr. Chairman, the gentleman from Indiana [Mr. ROUDEBUSH] was certainly generous in his presenting to me and other members of the committee a copy of his proposed amendment.

Mr. Chairman, while the amendment appears attractive on its face, in that it is going to prevent sons and daughters of public officials and employees from working or participating in the Neighborhood Youth Corps, it does have one very serious defect, along with many others.

But, Mr. Chairman, the one very serious defect it contains is the fact that we have a lot of public employees in my own area and we have such public employees all over the United States of America, who participate in this program.

For instance, Mr. Chairman, we have the custodial help—the charwomen—who clean out the sanitary facilities around city hall. We have laboratory technicians and people who work in the jails, for instance.

Mr. Chairman, all of these people, by and large, earn a very minimal income, an income that is far below the poverty income level.

Mr. Chairman, we should not pay these people below a poverty level, but that is just the way the U.S. functions. It is a mistake, that the sons and daughters should be penalized because of the employment situation that their mother or father cannot help.

However, Mr. Chairman, we should not hold out the opportunity for these children, just because their mothers or fathers are not able to qualify for better positions in our society or because better jobs are not available to them.

So I would respectfully ask you to vote down the gentleman's amendment, as well intended as I am sure it is, because this is an opportunity act and we should not make second-class citizens out of the sons and daughters of those poor people who do the service jobs around our city halls and courthouses and in the streets—the street cleaners—who do some of the most nasty, distasteful work we have to do.

Let me say this that the neighborhood youth program has been one of the most instantaneously popular and successful programs next to Headstart that we have had. By and large it has been well administered.

Initially, in the area of the gentleman from Indiana [Mr. ROUDEBUSH] and in some other areas in Indiana, there were some abuses in the qualifications of the people.

Those abuses have all been straightened out.

In a program that involves nearly 1 million youngsters, occasionally someone is going to sneak in. But as soon as ineligible people are discovered, they are removed.

The administration of the program through the OEO and the Department of Labor and through the local contractors in my mind has been exceptional, and I respectfully urge that the amendment be rejected.

Mr. ROUDEBUSH. Mr. Chairman, will the gentleman yield?

Mr. GIBBONS. I yield to the gentleman.

Mr. ROUDEBUSH. Mr. Chairman, I just wondered if the gentleman would concede the fact that this amendment has merely this purpose—whether or not a public employee's children should be suitable recipients of poverty funds. I think the gentleman would fully concede that a great deal of criticism has evolved around the fact that there are employees not only of the Federal Government but also of the State and local governments who have children who are recipients of poverty funds.

Mr. GIBBONS. Let me ask the gentleman before my time expires.

Mr. ROUDEBUSH. Yes, sir.

Mr. GIBBONS. We have so many public employees all around the country, we have public employees who just do not earn up to the poverty level. We have lunchroom people, ladies and widows who work in lunchrooms to try to earn

enough money to keep their families together. We have street cleaners, garbage men and all those type of people who are really the great lost segment of our society. I do not think we should penalize their children.

Mrs. GREEN of Oregon. Mr. Chairman, will the gentleman yield?

Mr. GIBBONS. I yield to the gentleman.

Mrs. GREEN of Oregon. I do not know whether the amendment would include the GI's but in the debate some time ago when on the floor of the House we were talking about a pay increase for the GI's, it was pointed out, I believe, that about one-third were below the poverty level. These people are paid out of Federal funds. It seems to me that when a GI is not even paid as much as a job corps enrollee, we ought not to prevent his children from participating in the NYC program.

Mr. GIBBONS. The gentlewoman is correct.

Mr. BRADEMAS. Mr. Chairman, will the gentleman yield?

Mr. GIBBONS. I yield to the gentleman.

Mr. BRADEMAS. Mr. Chairman, I just want to add my own word of agreement with what the gentlewoman from Oregon has just said. I think it is particularly inappropriate that my colleague from Indiana should at a time when so many young Americans are fighting and dying out there in Vietnam have suggested an amendment which might have the effect of denying their sons and daughters back here in the United States the opportunity to participate in this important program.

Mr. GIBBONS. Mr. Chairman, I yield back the balance of my time.

Mr. GOODELL. Mr. Chairman, I move to strike out the last word.

Mr. ROUDEBUSH. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman.

Mr. ROUDEBUSH. I would like to say in answer to the gentlewoman from Oregon [Mrs. GREEN] as well as my good friend and colleague from Indiana [Mr. BRADEMAS] that I think this entire Committee completely realizes and understands the fact that I have no intention of precluding children of members of the Armed Forces from participating. I refer to "employees" and I hardly think a member of the Armed Forces who is gallantly defending this Nation in Vietnam is an employee per se of the Federal Government. He is serving his Federal Government, he is receiving funds from the Federal Government, but there is no intention so far as the legislative history of this amendment is concerned to preclude members of the Armed Forces.

Mr. GOODELL. Mr. Chairman, I would only want the RECORD to show that there have been substantial abuses in the Neighborhood Youth Corps program. The gentleman from Florida [Mr. GIBBONS] made reference to them all being straightened out. We do not know what may happen in the future, but from the indications we have had of recent date I doubt that they are all straightened out and we will have no further problems.

In Chicago they had to drop more than one-fourth of the Neighborhood Youth Corps youngsters last January because they were not eligible—they were not poor. We have had situations of this nature all across the land.

When Mr. Shriver testified before our committee, I asked him how many there were of such cases and he indicated they only had 50 ineligible in the Neighborhood Youth Corps, since the summer of 1965.

I questioned him further on this and he held to this figure.

The very next day the Secretary of Labor, Mr. Wirtz, said there were over 5,000. The question was precisely the same and I repeated it to Mr. Wirtz and he identified that they had had over 2,000 in New York City and over 1,700 in Chicago and 2,000 in another city. There were over 5,000 in three cities. It is very obvious that there was significant abuse in this program. We had examples from Kansas City and Los Angeles, Texas, all the way through Rhode Island. We also had a good many examples of mayors and other public officials putting their children on the Neighborhood Youth Corps payrolls. That is precisely what I believe the gentleman from Indiana is aiming at in his amendment.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman from Michigan.

Mr. WILLIAM D. FORD. Perhaps I misunderstood the gentleman. I know he would not want the RECORD to indicate that he is saying that one-fourth of the boys who have been enrolled, young people enrolled in the NYC in Chicago were dropped because they were not poor.

Mr. GOODELL. The report was made last summer as to the Neighborhood Youth Corps program, and I went to investigate it in the fall. They had 7,800, and they dropped over 2,300 or 2,400. It was more than a quarter that had to be dropped subsequent to my visit to Chicago. They were dropped in early January of this year because they were over the limits that had then finally been enforced by the Labor Department. The Labor Department tells us they were enforced.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield further?

Mr. GOODELL. I yield to the gentleman from Michigan.

Mr. WILLIAM D. FORD. The gentleman raised the same point when the committee was considering the legislation. We discussed it at great length and went into it thoroughly. We discovered that numbers in Chicago became ineligible after they had been recruited for the program because of the change in the definition of qualifying income level.

Mr. GOODELL. That is not correct. The fact is that we did not discuss it at great length in the committee. Perhaps you gentlemen in the Democratic caucus, when you locked us out, discussed it in detail. But this was not discussed in detail with us. In fact, when I tried to question the witnesses at some length I was gavelled down by

the chairman. The point is the figures are accurate, and the Labor Department indicated that they had sent out a new directive subsequently that confirmed and reinforced the standards that they had originally prescribed in this respect. The gentleman is referring to an entirely different question, and that is the question of making people on public assistance payrolls eligible. The Labor Department subsequently did modify and enlarge the eligibility along those lines. They certainly did not increase the stringency of the eligibility rules. The problem apparently was that they did not get it across, and communicate it to the local people effectively. At any rate, the programs that were set up showed a very high proportion of them with significant numbers of ineligible youngsters who were not poor participating in this program. These were 16- to 22-year-olds who were supposedly dropouts or potential dropouts.

Mr. RANDALL. Mr. Chairman, I move to strike the last word.

I am sorry I did not have the benefit of the amendment of the gentleman from Indiana earlier. I would hope we could adopt an amendment of this kind. It would really be a help to those who are trying to administer this program. I have knowledge of an example, where a prohibition of this kind would have been a great help. I think I know our poverty program administrators in the Kansas City area and I am sure they would welcome this kind of an amendment.

We had an incident last summer and I learned their desire for a restriction such as is being offered. They said "If we had something in the law that would keep relatives out of consideration for jobs we would not run into nearly so many problems."

The manager of the bill on the floor the gentleman from Florida said that the proposed amendment might affect a few charwomen adversely and a few janitors that are under the \$3,000 income limit. But there would not be very many of these. The Armed Forces situation has just been discussed. There is no application of this amendment to relatives of those serving in the armed services. Why cannot we adopt this amendment? If we are interested in making the program work better, let us give some help to the administrators. They would then be able to point to the law and say "Here, you are not eligible." That is the issue. This amendment should be adopted.

The CHAIRMAN. The question is on the amendment of the gentleman from Indiana [Mr. ROUDEBUSH].

The question was taken; and on a division (demanded by Mr. ROUDEBUSH) there were—ayes 35, noes 41.

Mr. GOODELL. Mr. Chairman, I demand tellers.

Tellers were ordered, and the Chairman appointed as tellers Mr. ROUDEBUSH and Mr. GIBBONS.

The Committee again divided, and the tellers reported that there were—ayes 68, noes 75.

So the amendment was rejected.

Mr. SLACK. Mr. Chairman, I have listened with great interest to the debate on this proposal to amend the Economic Opportunity Act of 1964.

Like most of those present in the Chamber today, I can claim only limited firsthand knowledge of the operations of the antipoverty program.

It is a big program, a new program, and a heavily financed program.

Like all new programs, it has not been pursued without error upon occasion.

It deals with people who are largely without voice or organization and must depend on others to speak for them.

Its results are chiefly intangible and its true value may not be known for several years because there is no basis for comparison.

Given these factors, the antipoverty program is a natural target for political opposition.

But we are here today to discuss legislation on its merits.

And we have a right to assume that material brought before us in support of, or in opposition to, pending legislation is accurate in point of fact, particularly where such material bears a committee imprint.

While I have limited knowledge of the ramifications of the entire antipoverty program, I have reliable knowledge of the Women's Job Corps center facility in my home city of Charleston, W. Va.

On the basis of that knowledge, I say to you that the statements made regarding this facility on pages 95 to 100 of the committee report are misleading, a distortion of the facts, and therefore are not worthy of consideration by this committee.

These statements were originally made in this Chamber by spokesmen for the minority on March 21-23 and April 20.

The contentions advanced by the minority spokesmen were two in number:

First. That this installation is a flagrant example of political favoritism and of extravagant diversion of antipoverty funds into the pockets of democratic politicians.

Second. That the financial arrangements which have been made to secure the structure in which the Job Corps is located—a building known as the Kanawha Hotel—were extravagant and wasteful of the public funds.

On April 25, I submitted a complete refutation of the statements, both as to political aspects of placement of the facility and as to the presumed profits to be gathered by the owners of the building.

No documentary evidence counter to my statement has been brought to light during the past 5 months.

Yet the authors of these charges include them in a committee report dated June 1, 1966, long after their statements were challenged.

If this is the type of so-called documentation to be offered in this debate, then obviously the minority cannot hope to destroy the antipoverty program through discussion of the programs merits, or lack of them.

And if these five pages of misleading nonsense are typical of the minority argument, then there is no need to give serious attention to the remainder of their statement.

I am sure that no one here today would contend that the program is perfect, or that mistakes have not been made.

But it should be judged honestly by its objectives and its progress toward them, and by our hopes when the program was authorized.

On that basis we will come to a sound decision.

The CHAIRMAN. The Clerk will read.

The Clerk read as follows:

TITLE II—AMENDMENTS TO TITLE II OF THE ACT
Community action—Definition of "community"

SEC. 201. Section 202(a)(1) of the Act is amended by inserting "in an attack on poverty" after "utilizes", and by striking out "in an attack on poverty" and inserting in lieu thereof "or any neighborhood or other area (irrespective of boundaries or political subdivisions) which is sufficiently homogeneous in character to be an appropriate area for an attack on poverty under this part".

Community action—Residence of area representatives

SEC. 202. Section 202 of the Act is amended by adding at the end thereof the following new subsection:

"(c) The Director shall not approve a community action program which is conducted, administered, or coordinated by a board which contains representatives from various geographical areas in the community unless such representatives are required to live in the area they represent."

Community action—Use of latest data in making allotments

SEC. 203. Section 203 (b) of the Act is amended (1) by inserting after "State" the second time it appears in paragraph (1) the following "(as determined on the basis of the latest calendar or fiscal year data, whichever is later)", (2) by inserting after "States" the second time it appears in such paragraph the following "(as so determined)", (3) by inserting after "State" the second time it appears in paragraph (2) the following "(as determined on the basis of the latest calendar or fiscal year data, whichever is later)", and (4) by inserting after "States" the second time it appears in paragraph (2) the following "(as so determined)".

Community action—Salary limits

SEC. 204. Section 205(a) of the Act is amended by adding at the end thereof the following new sentence: "The Director shall require that where an agency pays an employee engaged in carrying out a community action program at a rate in excess of \$12,500 per annum, payment of such excess shall not be made from Federal funds; and any amount paid such an employee in excess of \$12,500 per annum shall not be considered in determining whether section 208(a) has been complied with."

Community action—Work training for unemployed

SEC. 205. (a) Section 205 of the Act is amended by striking out subsection (d).

(b) Part A of title II of the Act is amended by adding at the end thereof the following: "Useful work training for unemployed adults"

"SEC. 211-1. The Director shall formulate and carry out programs to provide unemployed adults useful work training opportunities which will enable individuals employed under the program to enjoy opportunity for promotion and advancement, enhance their prospects of normal employment without Federal assistance, and permit or contribute to an undertaking or service in the public interest, including, but not limited to, health, education, welfare, public safety, conservation, development or management of natural resources, recreational areas, Federal, State and local parks and playgrounds, and betterment and beautification of the community or area served by

the program. Such work experience shall be combined, where needed, with educational and training assistance, including basic literacy and occupational training. Such program shall be conducted in a manner consistent with policies applicable under this Act for the protection of employed workers and the maintenance of basic rates of pay and other suitable conditions of employment. Assistance under this section shall not exceed 90 per centum of the cost of carrying out programs under this section unless the Director determines, pursuant to regulations adopted and promulgated by him establishing objective criteria for such determinations, that assistance in excess of such percentage is required in furtherance of the purposes of this section. Non-Federal contributions may be in cash or in kind, fairly evaluated, including but not limited to plant, equipment, and services. Of the sums appropriated to carry out this title in a fiscal year, not less than \$88,000,000 shall be used only to carry out this section."

Community action—Use of public facilities

SEC. 206. Section 205(e) of the Act is amended by inserting before the period at the end thereof the following: "and to programs which make the maximum utilization of existing schools, community centers, settlement houses, and other facilities during times they are not in use for their primary purpose".

Community action—Funding independent programs; membership in sponsoring organizations

SEC. 207. Section 205 of the Act is amended by adding at the end thereof the following new subsections:

"(f) The director shall carry out this part in such a manner as to insure that, of funds available for carrying out sections 204 and 205, at least 20 per centum will be used for carrying out independently funded community action programs which are carried on in communities in which there is being carried on concurrently a community action program for which an overall community action agency assumes responsibility for planning, developing, and coordinating communitywide antipoverty programs and provides for the involvement and participation of public and private nonprofit agencies. For purposes of this subsection, a program will be deemed to be independently funded if the grantee is one that develops, and is funded to operate only, programs which are of limited scope and which does not have broad comprehensive community representation on its policymaking board, whether or not the grantee sponsors one or several component programs.

"(g) No officer or employee of the Office of Economic Opportunity shall be an executive officer or a member of the board of directors of any organization (other than a religious organization) with which the Director has entered into a contract under this section to carry out a community action program or a component program thereof."

Community action—research and demonstrations; narcotics addiction; emergency family loans

SEC. 208. Section 207 of the Act is amended by inserting "(a)" after "SEC. 207.", by striking out "15 per centum" and inserting "5 per centum", and by adding at the end thereof the following: "No grant or contract for a research or demonstration project shall be made under this section after January 1, 1967, except pursuant to an overall plan setting forth specific objectives to be achieved under this section and setting forth priorities among such objectives. Such plan, to the extent it contemplates activities or programs that may be undertaken by other Federal agencies or the making of grants or contracts that might be made by other Federal agencies having demonstration and research re-

sponsibilities, shall be approved by the Director only after consultation with such agencies. The Director shall include as part of the annual report required by section 608, or as a separate and simultaneous report, a description of the principal research and demonstration activities undertaken during each fiscal year under this part, a statement indicating the relation of such activities to the plan and the policies of this Act, and a statement with respect to each such category, indicating the time or period, and to the extent possible the manner, in which the benefits or expected benefits of such activities will or are expected to be realized. The Director shall require that all applications or proposals for research, training, or demonstrations shall be filed simultaneously in the appropriate regional office of the Office of Economic Opportunity, and shall require such offices to review and make recommendations with respect thereto within fifteen days from the date of filing.

"(b) The Director shall formulate and carry out under this section programs for the prevention of narcotic addiction and the rehabilitation of narcotic addicts. Such programs shall include provisions for the detoxification, guidance, training, and job placement of narcotic addicts. Of the funds available for carrying out this section in any fiscal year, not less than \$12,500,000 shall be used to carry out this subsection.

"(c) The Director shall formulate and carry out under this section a program for making small loans to persons in low-income families to meet immediate and urgent family needs. The total outstanding balance of loans made to an individual under this subsection may not at any time exceed \$300. Loans under this subsection shall bear interest at the rate of 2 per centum per annum and shall be made on such other terms and conditions as the Director may prescribe. In carrying out this subsection, the Director shall make maximum feasible use of Federal credit unions. Of the sums available to carry out this section in any fiscal year, not less than \$8,000,000 may be used only to carry out this subsection."

Community action—Limitations on assistance

Sec. 209. Section 208(a) of the Act is amended by striking out "three years after the date of enactment of this Act" and inserting in lieu thereof "June 30, 1967", and by striking out "50 per centum" and inserting in lieu thereof "80 per centum".

Community action—Deletion of preference provisions; reservation of funds for Headstart and legal services programs

Sec. 210. Title II of the Act is amended by striking out section 211, and inserting in lieu thereof the following new section 211:

"Headstart and legal services programs"

"Sec. 211. The Director shall take such action as may be necessary to insure that, of the sums reserved under section 203(a) for carrying out sections 204 and 205 for each fiscal year—

"(1) not less than \$352,000,000 shall be used only for carrying out programs eligible for assistance under such sections which assist young children who have not reached the age of compulsory school attendance and which include (A) the furnishing of such comprehensive health, nutritional, social, educational and mental health services as the Director finds will aid such children to attain their greatest potential, (B) the provision of appropriate activities to encourage the participation of parents of such children and the effective use of their services, and (C) such other training, technical assistance, evaluation and follow-through activities as may be necessary or appropriate; and

"(2) not less than \$22,000,000 shall be used only for carrying out programs eligible for assistance under such sections, which provide

legal advice and legal representation to persons when they are unable to afford the services of a private attorney, together with legal research and information as appropriate to mobilize the assistance of lawyers or legal institutions, or combinations thereof, to further the cause of justice among persons living in poverty."

Adult basic education—Lack of basic skills

Sec. 211. Section 212 of the Act is amended by inserting after "language," the following: "or lack of similar basic skills."

Adult basic education—State plan requirements

Sec. 212. Section 214(a) of the Act is amended to read as follows:

"Sec. 214. (a) The Director shall approve a State plan which sets forth a program for use, in accordance with section 213(b), of grants under this part, and which (consistent with such basic criteria as the Director may prescribe)—

"(1) contains a system of specific priorities adequate to assure the most effective use of funds, having regard to the number of persons described in section 212 in different areas of the State, the extent of their educational deficiencies, and to the degree to which local programs or projects under this part will assist such persons to become more responsible and effective citizens;

"(2) contains specific provisions for cooperative arrangements with appropriate public or nonprofit agencies within the State concerned with problems of poverty, employment, and health related to the purposes of this section, and sets forth specific procedures for implementing such arrangements in connection with local projects and programs, as necessary or appropriate to assure that related services or assistance needed by participants will be provided and that such projects and programs will be carried on in a coordinated manner consistent with the provisions and purposes of this Act;

"(3) provides such criteria as may be necessary to assure that all projects and programs are carried on in a way responsive to the needs and abilities of adults who are educationally and economically disadvantaged and that use is made of services, facilities, staff, systems, and methods that will best contribute to this objective;

"(4) provides that projects and programs initiated or supported under the plan will be subject to adequate procedures for evaluation of their effectiveness and for the dissemination of the results of such evaluations whenever appropriate to interested agencies and persons throughout the State; and

"(5) provides for administration by the State educational agency in accordance with procedures and policies to (A) assure proper disbursement of and accounting for all funds granted under section 213, (B) enable the State agency to make such prompt reports to the Director containing such information as may be required to permit him to determine the current status of operations or actions taken under the State plan, or as may otherwise be necessary to enable him to perform his duties under this part or any applicable provision of this Act, and (C) assure that such supporting books, records, and other documentation will be maintained, and made available to the Director, as he finds reasonably necessary to verify reports or otherwise discharge his responsibilities."

Adult basic education—Reallotments

Sec. 213. Subsections (b) and (c) of section 215 of the Act are amended to read as follows:

"(b) The portion of any State's allotment under subsection (a) which the Director determines will not be required, for the period such allotment is available, for carrying out the State plan (if any) approved under this part shall be available, first, for use within

such State for the purpose of grants under section 218(b), and then, for reallotment in accordance with subsection (c).

"(c) Reallotment as authorized by subsection (b) may be made from time to time in such States during any fiscal year as the Director may fix. Reallotments of funds from one State shall be made to other States in proportion to the original allotments to such States under subsection (a) for such year, but with such proportionate amount for any of such other States being reduced to the extent it exceeds the sum of (1) the amount which the Director estimates such State needs and will be able to use for such period for carrying out its State plan approved under this part, and (2) any amount which the Director determines may be allowed for the purpose of grants under section 218(b) in such State; and the total of such reductions shall be similarly reallotted among the States whose proportionate amounts are not reduced. Any amount reallotted to a State under this subsection during a year which is not made available for purposes of grants under section 218(b) shall be deemed part of its allotment under subsection (a) for such year."

Adult basic education—Federal share

Sec. 214. Section 216(b) of the Act is amended to read as follows:

"(b) The Federal share for each State shall not exceed 90 per centum."

Adult basic education—Special projects and teacher training

Sec. 215. Section 218 of the Act is amended to read as follows:

"Special projects and teacher training"

"Sec. 218. (a) Not to exceed 25 per centum of the funds appropriated or allocated to carry out this part for any fiscal year may be reserved for use in making special project grants and in providing teacher training as authorized in this section.

"(b) The Director is authorized to make grants to local educational agencies or other public or private nonprofit agencies for the purpose of special projects which will be carried out in furtherance of the purpose of section 212 and which—

"(1) involve the use of innovative methods, systems, materials, or programs which the Director determines may have national significance or be of special value in promoting effective programs under this part, or

"(2) involve activities in adult basic education, which the Director determines are so coupled with other Federal, federally assisted, State, or local programs, as to have unusual promise in promoting a comprehensive or coordinated approach to the problems of low-income persons with basic educational deficiencies as described in section 212.

The Director shall establish procedures for making of grants under this section which shall (1) require a local or non-Federal contribution of at least 10 per centum of the project costs wherever feasible and not inconsistent with the purposes of this section, and (2) assure that in advance of any grant an opportunity for review and comment will be afforded (A) to the State educational agency of the State in which the project will be carried on and (B) to appropriate local educational agencies (either directly or through the State educational agency) in the case of any grants not proposed to be made to such agencies.

"(c) The Director is authorized to provide (directly or by contract), or to make grants to colleges and universities, State or local educational agencies, or other appropriate public or private nonprofit agencies or organizations to provide, training to persons engaged or are preparing to engage as instructors for individuals described in section 212, with such stipends and allowances, if any (including traveling and subsistence expenses), for persons undergoing such train-

ing and their dependents as the Director may by or pursuant to regulation determine. Such regulations shall provide that where such training is in the form of fellowships such stipends shall not exceed the stipend provided for under section 404(a) of the National Defense Education Act of 1958, and that in the case of persons receiving other forms of training such stipend shall not exceed the stipend provided for under section 1102 of such Act."

TITLE II PROGRAMS—DURATION; LIMITATION ON USE OF FUNDS

SEC. 216. Part D of title II of the Act is amended to read as follows:

"PART D—DURATION OF PROGRAM

"SEC. 221. (a) The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law.

"(b) Of the sums appropriated to carry out this title for a fiscal year, not less than \$26,500,000 shall be available only for carrying out part B of this title."

Mr. POWELL (interrupting the reading). Mr. Chairman, I ask unanimous consent that further reading of this title be dispensed with, that it be printed in the RECORD and open to amendment at all points.

The CHAIRMAN. Is there objection to the request of the gentleman from New York?

There was no objection.

AMENDMENT OFFERED BY MR. QUIE

Mr. QUIE. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. QUIE: On page 8, line 20, insert "(1)" after "(c)", and, in line 24, strike out the quotation mark.

On page 8, after line 24, insert the following:

"(2) The Director shall not approve a community action program which is conducted, administered, or coordinated by a board on which representatives of the poor do not comprise at least one-third of the membership.

"(3) The representatives of the poor shall be selected by the residents in areas of concentration of poverty, with special emphasis on participation by the residents of the area who are poor.

"(4) In communities where substantial numbers of the poor reside outside of areas of concentration of poverty, provision shall be made for selection of representatives of such poor through a process, such as neighborhood meetings, in which the poor participate to the greatest possible degree."

(Mr. QUIE asked and was given permission to revise and extend his remarks.)

Mr. QUIE. Mr. Chairman, we have now moved into title II, community action. If there is any amendment the community action title needs it is this amendment.

Mr. GIBBONS. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentleman from Florida.

Mr. GIBBONS. Could the gentleman tell me which numbered amendment that is?

Mr. QUIE. No. 18, I understand.

Mr. GIBBONS. No. 18 A? B? C? I have five numbered 18.

Mr. QUIE. I see the gentleman from Florida now has the amendment.

Mr. Chairman, this provides that every community action board must have representatives of the poor.

This shocks many people, when one says that representatives of the poor should be on a community action board, because, as said by many, if the poor were able to govern a community action board they would not be poor.

In the hearings we have held and the visitations we have had to communities and center cities, I have talked with many poor people who are articulate and able and could effectively serve on a board.

But what this amendment says is "representatives" of the poor. If the poor decide they want to be represented by someone who is not poor, that would be their judgment, but let us make certain they can make the judgment and that at least one-third of the people on the community action board have been selected by the poor to speak for them.

They must have a voice if they are to effectively bring themselves out of poverty.

As I have said many times before, we have seen this type of initiative work in Federal programs. The cooperative extension program is one. The ASCS in the agricultural area is another, in which the people themselves who are to be benefited serve on the board.

There are a number of cities in the country where this does not occur, but there are other places where it does. We can see successful ventures where the poor are involved.

Many people in OEO believe in this philosophy, but what has happened is that many of them do not, and the political power of some mayors in some cities prevents the effective involvement of the poor from occurring.

Mr. GIBBONS. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentleman from Florida.

Mr. GIBBONS. Mr. Chairman, I see no objection to this amendment. I would be glad to agree to it.

Mr. QUIE. I am glad that the gentleman has now changed his mind and is agreeing to this.

Mr. HAWKINS. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I will be glad to yield to the gentleman from California.

Mr. HAWKINS. I want to join the gentleman from Florida [Mr. GIBBONS] in support of this amendment. There is one problem that I envisioned under it, however, although I do not think it should not be used as an argument against the amendment. May I ask you whether or not in conference you would be agreeable perhaps to putting an effective date on the operation of the amendment so that those community action boards that will not be able to comply without the procedures set up under this amendment will have an opportunity to comply with the amendment? I would suggest 6 months or some similar period as the effective date of the amendment. I think this is an issue that could be discussed in conference and inserted in the amendment as a perfecting part of it. Would the gentleman have any

objection to considering such a delay in the effective date of the amendment?

Mr. QUIE. I think 6 months is too long. We need some time period, but it should—

Mr. HAWKINS. Would 90 days be all right?

Mr. QUIE. I think 90 days would be better, but they can work it out down at OEO as to the time in which to comply. However, 90 days sounds reasonable to me.

Mr. HAWKINS. With that I certainly support the amendment.

Mr. QUIE. Mr. Chairman, there are a number of cities which we have visited where involvement of the poor is not sufficient. We have language in title II now, that the committee put in, that you can have communities of a size which are actually a community. We talk about community action. Can you imagine all of Los Angeles County being in one community? Why, that is the size of the State of Minnesota.

The CHAIRMAN. The time of the gentleman has expired.

(Mr. QUIE, at the request of Mr. GOODELL, was given permission to proceed for 3 additional minutes.)

Mr. QUIE. I hope that the result of the action indicated by the committee will be clear as to what we mean a community to be, so that it really does constitute a community, whether it is within a city or in a rural area and is more than one county. In so doing, though, we must make certain the statutory power putting starch in the backbone of the administrators of the OEO by saying at least a third or a fourth is to be required. That is the only way we will see any success. There may be some rough times because of it, but it will be a success in the community action venture if we do adopt this amendment.

Mr. FRELINGHUYSEN. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I will be glad to yield to the gentleman.

Mr. FRELINGHUYSEN. I thank the gentleman, and I want to say that I contemplated offering an amendment similar to the one which was just offered. As chairman of the Republican Task Force on Economic Opportunity, I might add we did look into the question of what is good about community action programs and why certain ones have gone wrong. In every case I think there has been an indication as to where there have been problems, such as in Philadelphia and Chicago, that there has not been sufficient involvement of the poor. This amendment would certainly be a step in the right direction to secure that involvement.

Because the committee did not do so the Republican Task Force on Economic Opportunity, of which I am chairman, did hold a series of meetings in some of our cities. Specifically, we visited Philadelphia, Chicago, San Diego, and Bakersfield, Calif. Because our time and funds were limited we directed our attention primarily to the effectiveness of the community action program in these communities. We did so for a number of reasons, but primarily because the community action program and its re-

quirement for "maximum feasible participation" of the poor is the only really novel aspect of the poverty program.

I would like to share with you some of our findings. In Philadelphia and in Chicago, we found that genuine participation by the poor in the community action programs was nonexistent. Although the structure of the programs in these two cities is vastly different, the end result is the same: the poverty program has been subverted to the political ends of the city political machine. One witness in Philadelphia, an elected representative of the poor, said: "We were elected as stooges. The program is controlled from city hall." To make sure that the elected representatives of the poor in Philadelphia did not get any ideas about their role, the poverty program placed 118 of the 144 elected representatives, plus 142 of their relatives, on the poverty payroll or in other city government jobs. One witness declared that those running the Philadelphia poverty program were using the program to build a "third force" for Mayor Tate's reelection campaign.

In Chicago, where, of course, the Daley machine is much more sophisticated than its counterpart in Philadelphia, no effort has been made to create even the facade of maximum participation of the poor. The city administration is in firm control. As one witness pointed out, "Neighborhood council members are appointed from the top and are eventually removed at the whim of administrators. Majority decisions of the council have been overruled by the Center's director."

In both Philadelphia and Chicago great care has been taken to see to it that the neighborhood councils have no funds. The decision has been made, as another witness put it, to control rather than to liberate the people in the poverty areas.

In Bakersfield, while there is maximum participation of the poor, there is virtually no participation by the rest of the community. As a result, community acceptance of the program has become an issue on the fall ballot.

A universal complaint at all of our hearings was the inefficiency of OEO machinery in approving programs. One witness in Philadelphia declared that OEO "sits on proposals for an agonizingly long time—it's like dropping a rose petal into the Grand Canyon and waiting for the echo." Reports of waiting as long as 18 months for approval of programs were common in Philadelphia, Chicago, San Diego, and Bakersfield. One witness in San Diego pointed out that projects must be approved at local, regional, and national levels but because of the turnover of personnel evaluating the project it is difficult to learn the status of a project application. A witness in Bakersfield put it more strongly when he said it was impossible to learn the disposition made of an application on the regional and national level.

There were complaints, too, about the application forms—their length and complexity. As a witness pointed out, on the one hand we insist that the poor must participate in the programs but, on the other hand, we force them to find some Ph. D. to write up their program in

the appropriate jargon. The end result is that originators of the program do not recognize their offspring and, indeed, after it has gone through the bureaucratic mill the offspring has become a changeling.

Complaints were also registered that OEO sets up too many controls and minute criteria that make it difficult at best to carry out the program on a local level. This is particularly true of the prepackaged programs such as Upward Bound and Headstart. Many witnesses called for greater flexibility so that such programs can be tailored to local needs.

Generally speaking, witnesses had faith in the community action concept and want to see the program continued as it is without restricting funds for programs in specific categories. The categorical approach that is in such disrepute in our public assistance programs should not now be imposed on the poverty program as seems to be the plan under the bill we are now considering.

These are some of our findings. I hope that next year the committee will abandon the notion that all wisdom resides in Washington and will hold hearings in the field. As the gentleman from New York [Mr. CAREY] indicated emphatically yesterday such hearings are necessary, particularly in his own city of New York. I am sorry Republicans have not been there yet and I hope Democrats will join us in these efforts after the election. The Committee has a real responsibility. If they face up to that responsibility they will learn first hand, as the Republican Task Force on Economic Opportunity did, of the hopes people have for the poverty program and their genuine desire to make this program work. They will learn that the people on the frontline of the war have a large contribution to make in the success or failure of this venture.

(Mr. FRELINGHUYSEN asked and was given permission to revise and extend his remarks.)

Mr. POWELL. Mr. Chairman, I rise in support of the amendment.

(Mr. POWELL asked and was given permission to revise and extend his remarks.)

Mr. POWELL. Mr. Chairman and my colleagues, I want first to pay tribute to the gentleman from Minnesota's labors in this field. He has been, since the inception of this act, struggling to try to make the Office of Economic Opportunity live up to the intent of Congress. On December 23, 1964, I first criticized the poverty program for its absence of poor people on antipoverty committees. Nothing happened. On April 11, 1965, I again made a public criticism of the lack of representation of the poor in the antipoverty programs. Finally I was able to sit down with Mr. Shriver and he sent me a letter, which I hold in my hand, dated May 12, 1965, in which he said that the poor shall not participate where there are "other compelling reasons for their not participating."

Mr. Chairman, I sent that letter back to him.

And finally, on May 12, I received from Mr. Shriver word to the effect that they were going to see that the intent of Congress was carried out.

Mr. Chairman, while it is not incorporated in any written memorandum, Mr. Shriver, over a year ago, in the presence of witnesses in my office, said he believed that the percentage should be one-third. I said, "Fine."

Mr. Chairman, that commitment is not being carried out.

We stand today on the verge of a very bad situation in the Bedford-Stuyvesant area of Brooklyn.

Mr. Chairman, Representative CAREY, our colleague who serves on this committee, from the great State of New York—talked to the Members of this body yesterday about the fact that there were 55 people on the board in the poverty area of Bedford-Stuyvesant in Brooklyn, but that only 2 were representatives of the poor.

Mr. Chairman, that represents a violation of the act, it represents a violation of the intent of Congress, and I believe that this is the strongest point which we are going to be able to make in the entire restructuring of this bill.

Mr. Chairman, I would like to see a unanimous vote in favor of the amendment which has been offered by the gentleman from Minnesota.

Mr. Chairman, I yield back the balance of my time.

Mr. RYAN. Mr. Chairman, I move to strike the requisite number of words.

(Mr. RYAN asked and was given permission to revise and extend his remarks.)

Mr. RYAN. Mr. Chairman, I am delighted that the chairman of the full committee, the gentleman from New York [Mr. POWELL], has accepted the amendment which has been offered by the gentleman from Minnesota [Mr. QUIEL].

Mr. Chairman, I believe it has been made perfectly clear, not only during the past year, but before, that there is a need for this kind of directive to the Office of Economic Opportunity, so that there will be a more meaningful involvement of the poor in the development and administration of local community action programs and on the community action boards.

Mr. Chairman, this is basic, if we are really going to give people a chance to help determine their own future. The people in the disadvantaged areas should be encouraged to participate in the decisionmaking process. They know better than anyone else what programs are needed to alleviate the problems which this act is designed to correct.

Last year, Mr. Chairman, when this bill was pending on the floor of the House, on July 21, 1965, I offered an amendment which was designed to accomplish this very purpose.

Mr. Chairman, I am pleased that today that purpose is now being supported by the gentleman from New York [Mr. POWELL], the chairman of the committee.

Mr. Chairman, I believe what I argued then is appropriate to say now.

I said then:

I believe very strongly that there should be a real involvement of people in the area affected, that what we are concerned with as much as poverty, in terms of economic poverty, is also the poverty of power. Peo-

ple in the ghetto communities are powerless. One way to overcome this poverty of power is to provide a process whereby representatives of the community are elected to local Community Action boards.

Mr. Chairman, if poor people are going to be able to help shape their own destiny, then it is essential that there be true representation and the maximum feasible use of elections to select such representatives to serve on policymaking boards or other bodies.

The community action program offers an opportunity for people to work together to identify common interests and to articulate their needs. If the poverty of power is to be overcome, indigenous leadership must be encouraged to emerge. That is why we wrote into the Economic Opportunity Act in 1964, when we first passed it, that a community action program is one "which is developed, conducted, and administered with the maximum feasible participation of residents of the areas and members of the groups served."

Mr. Chairman, the amendment should be adopted.

Mr. GIBBONS. Mr. Chairman, I move to strike the requisite number of words.

(Mr. GIBBONS asked and was given permission to revise and extend his remarks.)

Mr. GIBBONS. Mr. Chairman, I desire to propound to the gentleman from Minnesota [Mr. QUIE] some questions with reference to his proposed amendment.

It is my understanding that the amendment which has been offered by the gentleman from Minnesota [Mr. QUIE] would apply to CAP boards? Is that what we are now talking about?

Mr. QUIE. Mr. Chairman, if the gentleman from Florida will yield, that is correct.

Mr. GIBBONS. When the gentleman talks about at least one-third of the membership of a board being representatives of the poor or being composed of members of the poor, as the gentleman states in his proposed amendment in subsection 2, the gentleman does not mean that a school board would be required to restructure itself and elect one-third of the members from this group in order to carry out its community action program, or its conduct, as the gentleman proposes in the amendment.

Mr. QUIE. This would prohibit a school board from being the CAP agency.

Mr. GIBBONS. A school board could conduct, let us say, a Headstart program?

Mr. QUIE. Yes. The CAP agency, which is comprised of at least one-third of the representatives of the poor, could contract with the local school board.

Mr. GIBBONS. All we are talking about in this amendment is the CAP agency?

Mr. QUIE. Yes.

Mr. GIBBONS. The so-called umbrella agency, which is the term that has been used rather loosely to describe the CAP agency?

Mr. QUIE. That is right—the umbrella agency.

Of course, sometimes in the larger cities they have component boards run-

ning a part of the community action programs in a part of the city, such as in the city of New York, which is a good example of this. These component boards would be required to contain one-third representation of the poor also.

Mr. GIBBONS. Let us take the city of New York, where the city council is actually the governing body in the city and the city itself is conducting a part of a community action program; this would not envision a restructuring of the whole city council?

Mr. QUIE. If the city council is attempting to be the umbrella agency, no. If the city council thought it could be the umbrella agency, then it would not be permissible, because there would have to be at least one-third representatives of the poor on the board.

Mr. GIBBONS. Mr. Chairman, with that understanding I support the amendment.

Mr. QUIE. Mr. Chairman, if the gentleman would yield further, this would not permit, as we have seen in such cases as in Cleveland, where they tried to comply with the urgings of the OEO by appointing some ADC mothers to the Community Action Board and felt that they had representatives of the poor; this spells out that at least one-third of the boards must be selected by the poor themselves.

Mr. GIBBONS. I thank the gentleman.

Mr. REID of New York. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, I rise in strong support of the amendment offered by the gentleman from Minnesota [Mr. QUIE] and supported by the chairman of the committee, Mr. POWELL.

I think it is needed. It will provide an opportunity for the poor to have a meaningful and effective voice in the determination and direction of their own future. This is clearly essential both in Bedford-Stuyvesant, New York, to cite one example and in Lawndale, Chicago, to cite another.

Mr. Chairman, I yield back the balance of my time.

Mr. HAYS. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, I did not intend to get into this debate, but sometimes my pragmatism causes me to get involved in some of these idealistic ideas.

I have no objection to the poor being involved in this. But, on a practical basis, an amendment of this kind, it seems to me, would be just as logical as passing a law saying that one-third of all the defeated candidates for Congress ought to be seated in the House. Or every time a business starts up there ought to be at least one-third of the board of directors people who have gone bankrupt.

Now, a lot of these people that you are going to involve in this have been failures all their lives and they do not know how to make anything run right. If your idea is to put them on here to get them involved and teach them something, that is one thing; but just coming in with an amendment saying you have to have a certain percentage of those who have never been successful in any-

thing to run this program really does not make much sense. You might find you will have more headaches when you get through than you had when you got started.

Mr. GOODELL. Mr. Chairman, I rise in support of the amendment.

(Mr. GOODELL asked and was given permission to revise and extend his remarks.)

Mr. GOODELL. Mr. Chairman, the gentleman who preceded me stated rather forcefully a viewpoint that I think is largely held by a great many people who do not fully understand the concept of involving the poor in helping themselves. This is not a concept that the poor will run a program themselves or that they know more than the welfare people do or the sociologists or other administrators. That is the key to success in this program.

It offers the poor influence over the type of program that will be put into effect supposedly to benefit them. It gives them some voice in setting priorities. If the planners decide that they want to move into a certain slum area and do something about a recreational park and the people there feel that they would much rather have the money spent on getting rid of rats or the garbage or whatever else it is, they will speak up and they will have some influence. They will have votes. They are not just an advisory committee somewhere that is ignored.

Unfortunately, on our committee when we adopted the original poverty program, we had some discussion about this general language requiring maximum participation of the residents of an area to be served and did nothing to clarify it.

Some of us raised the question that this was ambiguous and would cause problems. It has caused problems all over this country. In the community action boards there has been almost continuous controversy. How many do you have to have? What is maximum feasible participation? In Chicago they said that the maximum feasible participation of the poor means that we will hire as many of the poor as we can as community representatives, and they do not have a single representative of the poor on the Chicago Community Action Board, selected by the poor. Mayor Daley takes the view of participation of the poor that he can select some people who are poor who will speak supposedly for the poor residents. Of course, they are accountable not to the poor residents of the area, but to Mayor Daley, or the other individual who has appointed him. As a result, you have none of this ferment. You have none of this involvement in the Chicago program. We have had such uneven administration in this program by Mr. Shriver that we have some areas that have been denied funds because they do not have enough involvement of the poor, while Chicago goes right on without a single true representative of the poor. This is just intolerable. We should have set this standard originally. We have the same kind of lack of fuller involvement in Los Angeles, Cleveland, Memphis, San Antonio, St. Louis, Atlanta, Albany, Mobile, Oak-

land, Chicago, as I have mentioned, Baltimore, Newark, and I could go on, as I am sure the chairman would agree with me.

It is time that we laid out clearly in the statute what we mean. I am very frank to say that a good proportion of my colleagues on the other side of the aisle who are on our committee have opposed this concept. They have been afraid of the concept. They have said "Let us not have poor people involved here on community action boards." I am delighted that we have reached the stage now where we can have an agreement and insist that they have at least one-third representation of the poor.

Mr. REID of New York. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman from New York.

Mr. REID of New York. I thank the gentleman for yielding. In support of the point that he has made about Chicago, it was my clear impression when visiting Lawndale that the number of people there, the indigenous poor that were not fully involved and who had no sense of participation with regard to their future, and decisions relative thereto, amongst other things made clear to me—and I believe to the gentleman from New York—that it is essential that the poor have a conviction that this is a program in which they are involved, and in which they can participate in a meaningful way.

Mr. CAREY. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman from New York.

Mr. CAREY. I am from New York, so I am neutral. But I went to Chicago with the gentleman from New York [Mr. REID]. However, he went alone to the Lawndale area, so I am not going to dispute what he has said.

The CHAIRMAN. The time of the gentleman from New York has expired.

Mr. GOODELL. Mr. Chairman, I ask unanimous consent that I may proceed for 3 additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from New York?

The Chair hears none; the gentleman is recognized for 3 minutes.

Mr. GOODELL. I yield to the gentleman from New York.

Mr. CAREY. In the city of Chicago, where I visited, we found excellent programs. I do not think the gentleman from New York [Mr. REID] will disagree with me on this. We found excellently conducted programs in terms of the poverty program. They were almost ideal compared with those in my own city.

Mr. GOODELL. If the gentleman will permit me one sentence, I will continue to yield.

Mr. CAREY. I found more people in opposition because of the section—

Mr. GOODELL. Mr. Chairman, I do not yield further at this time. I would be delighted to yield to the gentleman again in a moment.

I would just like to say to the gentleman that I do not agree with his characterization of the Chicago program. In my observation I have found that most

of the people in the West Side, most of the people in the Lawndale area, most of the people in the Woodlawn area, did not feel they were involved in this program, or these programs. Nor did they feel that the programs were really meaningful in reaching them. I think the chairman of our committee has commented persuasively and effectively along the same lines.

Mr. GIBBONS. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman from Florida.

Mr. GIBBONS. I just want to repeat my offer, and agree with you on this, but I am afraid you are the hardest person I have tried to agree with on anything. If I had opposed the amendment, I do not know how long you would have taken. I agree with you on that interpretation.

Mr. GOODELL. I want to reiterate I am delighted the gentleman has agreed now, and I am very disappointed that 2 years ago the gentleman did not agree, and last year he did not agree, because if he and his Democratic colleagues had we would have avoided most of these problems we had in the community action programs.

Mr. SISK. Mr. Chairman, I move to strike the last word.

Mr. Chairman, I want to say, first, that I do not know a thing about Chicago, or what their problems are, or New York, or most of the other cities that have been mentioned. But I do rise to ask a question of the gentleman from Minnesota—if I may have his attention—because I believe the gentleman from Minnesota is the author of this amendment.

Mr. QUIE. That is correct.

Mr. SISK. I would like to ask the gentleman a few questions about this business of the poor. Lord knows, no politician is crazy enough to oppose the poor. We all talk about the poor. Frankly, some of us still claim to be poor. I would like to have from the gentleman his interpretation of what the poor are. We have had some problems on the community action program with reference to the representatives of the poor. What does the gentleman define a representative of the poor to be?

Mr. QUIE. The gentleman has put his finger on one of the most difficult problems we have, and that is understanding who is poor. As I mentioned in my opening remarks, when the debate began, so far we see the economic figure of \$3,000 or thereabouts used for a family of four, but my amendment does not require anybody to take a pauper's oath or come in and declare he is poor to serve on a community action board.

What my amendment does, on number three, if there is a concentration of poverty in the city—everybody recognizes that all large cities have such areas—everyone in such an area would be able to take part in an election process or a neighborhood meeting, if they wanted to use that method, because practically everybody in such a community is poor. The amendment would require, however, an emphasis on participation by the people who are poor. In determining who

the poor are in a rural area, people pretty well know who they are, and they would be invited into a neighborhood meeting.

Mr. SISK. If I could cite the gentleman an illustration, we have a couple of areas in my district where we have had fights develop over who was going to be on the commission and so on. What brought about some of this was the fact that certain representatives of OEO claim that to qualify as poor the representative had to have an income below \$3,000 in order to serve. Does the gentleman interpret this to mean anything like that?

Mr. QUIE. No. What I am talking about in my amendment—and I hope everyone will understand that—these are representatives of the poor in a city. If in a certain area, there might be an attorney living, and the people who are poor wanted him to be a representative, he, himself, would not be poor, but he could be a representative of the poor, if they selected him.

Mr. SISK. All right. I am inclined to go along with the interpretation of the gentleman. Unfortunately, we have had some people out running around and setting up regulations and trying to tell people how to organize these boards who do not agree with the interpretation of the gentleman. I want to see representatives of the people from areas that have these problems serve on these boards. I think this is excellent. When we go into a community and they have a problem and they select people, I do not wish to see some arbitrary figure set, and say that the representative himself, must have earned less than a stipulated amount.

Mr. HAYS. Mr. Chairman, will the gentleman yield?

Mr. SISK. I yield to the gentleman from Ohio.

Mr. HAYS. Mr. Chairman, the gentleman has put his finger on the problem. We had some voting on this problem in Ohio, and 2 percent of the people voted. Mr. GOODELL says that I do not understand the problem, and maybe I do not. I do understand enough about it, that when he talks about getting the people involved, and then we only get 2 percent involved, and they set up some ne'er-dowells, who want to stir up trouble and rioting, then we get these speeches about what is wrong with this administration, and they are not doing anything about rioting in the streets.

It might be all right to have your cake and eat it, too; but in the majority party we have the responsibility and we cannot do that.

Mr. SISK. Mr. Chairman, for example, we had a series of elections. We were going to elect a certain number. I believe they decided that 15 members of the commission should be elected. They went out to these areas and publicized it. I know that in one area three people showed up to vote. In one area I believe two people showed up.

The point is that perhaps this is the only way to do it. If we can get enough interest for the people to come in to get a vote, it might be done. I would hope we are not setting a precedent here.

The CHAIRMAN. The time of the gentleman from California has expired.

(By unanimous consent, Mr. SISK was allowed to proceed for 2 additional minutes.)

Mr. SISK. I should merely like to make it clear that we are not here setting up some specific line—whether it be \$3,000 or \$2,000 or \$4,000—to say that an individual, to serve on a commission, shall have an income level below that if he is going to represent the poor.

I believe the gentleman said that was not his intent.

Mr. QUIE. If the gentleman will yield, that is what I said. I stated my intent.

If we adopt this amendment, we will not have confusion all over the country as to the setting up of community action agencies, where they do not know what percentage representation there ought to be as it has been to date. This will make it clear. There will not be vacillating administrators. They will know when they set the program up in the community or request funding that the poor must be represented.

Mr. SISK. I thank the gentleman.

Mr. POWELL. Mr. Chairman, will the gentleman yield?

Mr. SISK. I yield to the chairman of the committee.

Mr. POWELL. Let it be clearly established, in response to the gentleman's statement, there is absolutely no means test involved in this whatsoever.

Mr. SISK. My colleague will agree with me, will he not, that there were attempts at times, certainly in my own State, to set up means tests in the past.

Mr. POWELL. That is correct.

Mr. SISK. That is what I am concerned about.

Mr. POWELL. That is why I am trying to respond to the gentleman's inquiry.

Mr. SISK. That is good. I appreciate the statement.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. SISK. I yield to the gentleman from New York.

Mr. GOODELL. The gentleman is absolutely correct. In Los Angeles particularly they set an income level and said that a person must qualify within this income level—I believe \$4,000—in order to vote and in order to be elected. That situation developed because we had no clear guidelines, and the local people decided that was what they would try.

That was not our intent.

The OEO went in and said, "It is up to you to work this out any way you want."

The way this is designed is to avoid that problem. It provides that they shall elect them from areas of concentration of the poor. It is not too difficult in any urban area to know where there are concentrations of poverty. They will have representatives elected from that area.

(Mr. SISK asked and was given permission to revise and extend his remarks.)

Mrs. GREEN of Oregon. Mr. Chairman, I move to strike the requisite number of words.

I should like to direct a question to the author of the amendment.

I have a contract here between the Office of Economic Opportunity and the National Education Association for \$410,000 to expose 24 public school teachers to the Job Corps and conservation programs.

I have received two answers from two different people in the OEO. One of them told me it was financed under the CAP program and the other told me it was financed under title I, the Job Corps. I do not find the language under title I which would authorize it.

If this is financed under CAP, as I believe is the case, how would the amendment affect this? Would the NEA be required to have one-third of the people administering this program selected by the poor?

Mr. QUIE. If the gentlewoman will yield, if a CAP agency contracted with the NEA, the NEA would not have to do it, because the CAP agency can contract for service with anyone. But the CAP which contracted would have to have one-third of its Board which is representative of the poor.

Mrs. GREEN of Oregon. The Office of Economic Opportunity, as I understand it, has contracted with them under the CAP program.

Mr. QUIE. So that the NEA is a community action agency?

To me that is clearly a violation of the law. I cannot see how they could possibly do that. It is hard for me to conceive of it.

We have had a lot of trouble in the Job Corps program. Instead of sending teachers to the Job Corps to learn how to teach seems unrealistic. It would be better to send the personnel of Job Corps to some of our public and private schools to learn how to teach these young people.

Mrs. GREEN of Oregon. If I may say so, I still do not have an answer to my question. If this is financed under title II, what would be the impact of the gentleman's amendment? The contract is between the Director of the Office of Economic Opportunity and the National Education Association.

Mr. QUIE. If by some stretch of the imagination of the Director he considers the NEA to be a community action agency, the NEA would have to have one-third representation of the poor.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Minnesota [Mr. QUIE].

The amendment was agreed to.

AMENDMENT OFFERED BY MR. REID OF NEW YORK

Mr. REID of New York. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. REID of New York: On page 12, line 21, "after program thereof", add the following new subsections:

"(h) No funds shall be released to any public or private non-profit agency, or combination thereof, under this section unless

"(1) in the case of a public agency, the grantee organization shall have submitted to the Director a letter or statement from the appropriate public financial officer of the community or of the public agency which will maintain the accounts of such agency,

stating that such officer accepts responsibility for providing financial services adequate to insure the establishment and maintenance of an accounting system by such agency and its delegate agencies with the internal controls adequate to safeguard the assets of such agencies, check the accuracy and reliability of accounting data, promote operational efficiency and encourage adherence to prescribed management policies; and

"(2) in the case of a private nonprofit agency, the grantee organization shall have submitted to the Director an opinion from a Certified Public Accountant or a duly licensed public accountant stating that the grantee has established such an accounting system.

"(1) (1) The Office of Economic Opportunity shall make or cause to be made a preliminary audit survey within 3 months after a grant or contract has been made with any public or private nonprofit agency, or combination thereof, under this section to review and evaluate the adequacy of the grantee organization's and its delegate agencies' accounting systems and internal controls.

"(2) Within 30 days of the completion of such survey, the Director shall determine on the basis of the findings and conclusions resulting from such survey whether the accounting systems of the grantee organization and its delegate agencies meet the standards set forth in subsections (h) (1) and (h) (2). If he shall determine that the standards have not been met, he shall immediately notify the grantee organization of his determination and he shall consider whether suspension of further payment of Federal funds under the subject grant is warranted.

"(3) In the event of suspension of any grant funds pursuant to subsection (1) (2), the affected agency shall have 6 months from the date of notice of suspension in which to establish, with the advice of Office of Economic Opportunity auditors, the procedures prescribed in subsection (h). A new audit shall be performed within this period and if, by the end of this period, the Director is still unable to determine that the accounting system meets the required standards he shall terminate the contract or grant.

"(j) The Director shall establish such rules and regulations as may be required to insure that public or private nonprofit agencies, or combinations thereof, maintain the standards of accounting set forth in sections 205 (h) (1) and (2) and (1) (2) during the period of any grant or contract under this section."

Mr. REID of New York. Mr. Chairman, my amendment would place clearly in the law certain accounting and auditing requirements to be followed by community action agencies including provisions for the submission of statements by responsible financial officers, general definitions of adequate accounting systems and requirements for a preliminary audit survey and followup actions.

Mr. Chairman, the Congress and the American people have a right to know that the funds are being expended for the purposes for which they were appropriated and for the benefit of those who most need help and training. Clearly, there have been some serious instances of maladministration and lack of full and accurate accounting procedures.

Mr. Chairman, my amendment provides for letters of certification as to appropriate accounting procedures from the responsible financial officer of the grantee organization.

Second, the Office of Economic Opportunity shall make a preliminary audit survey within 3 months after a grant or

contract has been made, to be reviewed by the Director within 30 days, with provisions for suspension of the contract or grant, if so warranted. If this is the case, the grantee organization would have 6 months in which to establish appropriate accounting procedures. If, after these 10 months have elapsed, there is still no agreement as to the appropriate procedures for the grantee organization, the Director shall terminate the grant or contract.

Mr. Chairman, I believe this amendment, providing for appropriate fiscal and accounting controls within a reasonable period of time, will assure sound accounting procedures and insure further that the American people can have confidence in those procedures.

Mr. Chairman, I would like to note that the distinguished gentleman from Michigan [Mr. FARNUM] has been of major assistance in the drafting of this amendment. His very real experience as auditor general of the State of Michigan has been very useful in the preparation of this amendment and I should like to commend the gentleman for his assistance.

Mr. FARNUM. Mr. Chairman, will the distinguished gentleman from New York yield?

Mr. REID of New York. I am happy to yield to the gentleman from Michigan.

Mr. FARNUM. Mr. Chairman, I want to thank the distinguished gentleman from New York, very kindly, for his remarks.

Mr. Chairman, the gentleman from New York is to be commended for his foresight in going over this legislation and bringing this amendment to the floor of the House for consideration.

Mr. Chairman, I have been most happy to work with the gentleman on the amendment.

The amendment will provide new accounting procedures and internal controls that are adequate and necessary in the handling of any public funds and will, also, provide for new preauditing procedures necessary to maintain those controls.

Mr. Chairman, it is my understanding that the chairman of the committee plans to accept this amendment which I am sure both the gentleman from New York [Mr. REID] and I are happy to learn.

Mr. REID of New York. I thank the gentleman from Michigan.

Mr. WYDLER. Mr. Chairman, will the gentleman yield?

Mr. REID of New York. I yield to the gentleman from New York.

Mr. WYDLER. In this amendment which the gentleman from New York [Mr. REID] has offered, do I understand that the provisions of the amendment would apply not only to new organizations or new programs but would apply to present in-house programs?

Mr. REID of New York. It is my understanding that this would—under the term of delegate agencies—cover existing programs as well as newly funded programs.

Our intent is to place into the law the regulations that now exist in OEO and to make them explicit and to cover all

sound appropriate accounting procedures within a reasonable period of time.

Mr. WYDLER. Mr. Chairman, if the gentleman from New York will yield further, I would like to propound a question to the gentleman from Michigan [Mr. FARNUM].

Is it the understanding of the gentleman from Michigan [Mr. FARNUM] that this applies to in-house programs as well as to new?

Mr. FARNUM. Mr. Chairman, will the gentleman yield?

Mr. REID of New York. I yield to the gentleman from Michigan.

Mr. FARNUM. It is my understanding that it does apply to all in-house grantees as well as in the new one.

Mr. WYDLER. Mr. Chairman, if the gentleman will yield further, I want to say that I intended to offer an amendment designed to do substantially the same thing. However, I am satisfied that this proposed amendment effectively covers the situation.

Mr. Chairman, I support the amendment.

Mr. REID of New York. Mr. Chairman, I thank the gentleman from New York [Mr. WYDLER].

Mr. GIBBONS. Mr. Chairman, will the gentleman yield?

Mr. REID of New York. I shall be happy to yield to the gentleman from Florida.

Mr. GIBBONS. Mr. Chairman, I have had an opportunity to examine this amendment. I believe it is a very fine amendment, a very constructive amendment proposed by the gentleman from New York [Mr. REID]. I know that the gentleman has looked very diligently into the matter and that he has consulted with the distinguished gentleman from Michigan [Mr. FARNUM] who is a member of the Committee on Appropriations, a member who has had great experience in his former position as auditor for the State of Michigan.

Mr. Chairman, the gentleman from New York [Mr. REID] is to be congratulated for offering this amendment and I assure him that I wholeheartedly accept it. I am just sorry that it has not been previously adopted.

Mr. WYDLER. Mr. Chairman, I move to strike the requisite number of words.

(Mr. WYDLER asked and was given permission to revise and extend his remarks.)

Mr. WYDLER. Mr. Chairman, I rise just to ask one question of the chairman of the committee, or of the manager of the bill, the gentleman from Florida [Mr. GIBBONS], who is on the floor at the present time.

I have had a situation which exists in the county of Nassau which has been troubling me for about a year. I would like to get it clarified.

We have an OEO program for Nassau County. Under the provisions of the program in our county, the county executive who is the chief executive officer has the power of veto over any member who serves on the board. I consider this to have the effect that he can select the membership of that board.

Do I understand that this power of

veto in the chief executive officer of a municipality is within the intent of the act that we are passing?

Mr. GIBBONS. We have just adopted an amendment about 15 minutes ago that will make certain practices illegal.

I think the gentleman from Minnesota [Mr. QUIE] could answer your question as to what would happen in the future.

I am sorry I really do not understand exactly what you are driving at. Perhaps you could tell me a little more clearly.

Mr. WYDLER. Here is the point. The amendment we were previously discussing was an amendment as to the election of representatives of the poor.

Mr. GIBBONS. Not necessarily, if the gentleman will permit me to continue, it dealt with the composition of community action agencies, if I understood the amendment of the gentleman from Minnesota [Mr. QUIE].

Mr. WYDLER. Now I am directing your attention to the question of whether the chief executive officer of an area can properly have under this act the power of veto over the membership of the community action board?

Mr. GIBBONS. The answer to that is—No.

Mr. WYDLER. Well, I called this matter to the attention of Sargent Shriver and I have to tell the gentleman that he told me that this is perfectly proper. I would like to ask the gentleman what I should do now to see that this power is removed from the chief executive officer?

Mr. GIBBONS. Just vote for this bill.

Mr. WYDLER. I would certainly have to take that under advisement.

The CHAIRMAN. The question is on the amendment offered by the gentleman from New York [Mr. REID].

The amendment was agreed to.

AMENDMENT OFFERED BY MR. BELL

Mr. BELL. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. BELL: On page 13, line 17, after "category," insert the following: "describing the results or findings of such research and demonstration activities, or".

Mr. BELL. Mr. Chairman, my amendment adds a requirement to the bill that the director shall include in his annual report, required by section 608, that he must describe the results of the findings of such research or demonstration activities.

This amendment is described probably better than I could do, in the CONGRESSIONAL RECORD on page 23001 on September 23, and this was submitted by the gentleman from Minnesota [Mr. QUIE], it is titled "Need for Objective Reporting and Evaluation." I recommend that the Members read this article. I think there is an urgent need in this country that there be more public information available to our citizens, as to whether or not a program is operating effectively or not, or as to whether research and demonstration projects are made available to the public.

Hearings have been held many times and the information never seems to get

out to the public, or it generally is not disseminated.

I believe that the OEO possibly in many cases could find that it would be substantially to their advantage to have this amendment so that the information will be available to everybody. Nonclassified Government information on research matters should be available to universities and to private individuals and so forth for dissemination to Congress and to the public in general.

Mr. GIBBONS. Mr. Chairman, will the gentleman yield?

Mr. BELL. I yield to the gentleman.

Mr. GIBBONS. Mr. Chairman, it is a very fine amendment as far as I am concerned and I urge its adoption. I appreciate the gentleman showing the amendment to me in advance.

The CHAIRMAN. The question is on the amendment offered by the gentleman from California [Mr. BELL].

The amendment was agreed to.

AMENDMENTS OFFERED BY MRS. MINK

Mrs. MINK. Mr. Chairman, I offer three amendments which relate to one subject matter and, therefore, I ask unanimous consent that they be considered en bloc.

The CHAIRMAN. Is there objection to the request of the gentlewoman from Hawaii?

There was no objection.

The Clerk read as follows:

Amendments offered by Mrs. MINK:

On page 18, line 22, insert "(a)" after "SEC. 213."

On page 19, after line 24, insert the following:

"(b) Effective for fiscal years beginning after June 30, 1966, section 215(a) of the Economic Opportunity Act of 1964 is amended by inserting 'the Trust Territory of the Pacific Islands,' immediately after 'American Samoa,' each of the two times it occurs in that section."

On page 20, strike out lines 4 and 5, and insert the following:

"(b) The Federal share for each State (other than the Trust Territory of the Pacific Islands) shall not exceed 90 per centum. The Federal share for the Trust Territory of the Pacific Islands shall be 100 per centum."

On page 31, after line 7, insert the following:

"COORDINATION—TRUST TERRITORY

"SEC. 608. Effective for fiscal years beginning after June 30, 1966, section 609(a) of the Economic Opportunity Act of 1964 is amended by striking out 'for purposes of title I and part A of title II,' and inserting 'for purposes of title I and parts A and B of title II' in lieu thereof."

The CHAIRMAN. The gentlewoman from Hawaii is recognized for 5 minutes.

Mr. QUIE. Mr. Chairman, will the gentlewoman yield?

Mrs. MINK. I yield to the gentleman from Minnesota.

Mr. QUIE. Mr. Chairman, we would be glad to accept the amendments.

The CHAIRMAN. The question is on the amendments offered by the gentlewoman from Hawaii.

The amendments were agreed to.

AMENDMENT OFFERED BY MR. DOLE

Mr. DOLE. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. DOLE: On page 16, line 11, strike out the period and insert

": Provided, however, That federal funds shall not be used, directly or indirectly, to prosecute or defend divorce, separate maintenance or annulment actions".

(Mr. DOLE asked and was given permission to revise and extend his remarks.)

Mr. DOLE. Mr. Chairman, I believe the amendment is self-explanatory and, as read by the Clerk, it would apply to the prosecution or defense of divorce, separate maintenance, or annulment actions. It has nothing to do with child custody or child-support cases.

The matter of judicare was first called to my attention in an article which appeared in the New York Times on Friday, September 2. In that article it was pointed out that 84 percent of the poor who received legal aid in Wisconsin filed divorce cases. The article further stated that a grant of \$240,000 was made to 26 northern Wisconsin counties for the purpose of helping the poor, to give the poor legal protection against unfair housing, welfare, credit, and consumer practices.

But the records will also indicate that of the first 86 cases, 72 included divorce matters. There were 63 divorce suits. Apparently this was justified on the basis that many people have been wanting to get a divorce for a long time, but had never had the funds until this program made it possible.

I do not believe we are really getting at the cause or the roots of poverty by subsidizing homewrecking. I have heard a lot of very unusual comments made on the floor in the past 3 days about the success and the failures of this program, but as a lawyer I certainly do not believe Federal funds should be used for this purpose. There should be a prohibition against using any Federal money, either directly or indirectly, for the purpose of defending or prosecuting divorce cases, or separate maintenance actions, or annulments.

I for one feel that this Congress never intended to subsidize or in any way foot the bill for any husband or wife to break up a family. In fact, I have been led to believe by some of the debate and by some of the propaganda that this poverty program, and the billions being spent, was to help hold families together. And what do we do? We attempt to do so on the one hand by spending billions of dollars; then on the other we provide a slush fund for lawyers all around the country so their divorce fees are guaranteed by the poverty program.

Again I cannot believe it ever was the intent of Congress that poverty money be used for this purpose. I have talked with members of the Judiciary Committee, and they advised poverty agency officials in the first instance that all they were doing in implementing "judicare" was creating a slush fund for lawyers. Only about 15 percent of the cases, of the first 86, were for purposes outlined in the original grant.

I trust the House will adopt the amendment. I yield back the balance of my time.

Mr. O'HARA of Michigan. Mr. Chairman, I rise in opposition to the amendment.

(Mr. O'HARA of Michigan asked and was given permission to revise and extend his remarks.)

Mr. O'HARA of Michigan. Mr. Chairman, I rise in opposition to the amendment. I do not believe that the poverty program ought to operate a "divorce mill," but I have learned from my own experience in providing free legal services that sometimes the best and the most important thing you can do for a client is to institute some sort of domestic relations suit.

Before coming to Congress, I practiced law in the city of Detroit. I spent a good deal of time then working in a free legal clinic in one of the blighted areas of the city of Detroit. I found we had all kinds of clientele and problems presented to us. One of the most frequent problems we encountered involved domestic relations. It was not usually a case of someone trying to break up a family. If it were that sort of thing we would try to resolve the problem and effect a reconciliation. But we would find many of these people were hopelessly messed up in their domestic affairs.

Perhaps the father had deserted the family 5 or 10 or 15 years ago, and because of lack of funds and lack of knowledge of legal process the mother never would have taken the necessary steps to obtain a legal separation or a divorce. Sometimes it was necessary to go back and try to straighten all this out.

One might conclude, after having examined the facts of the situation, that the best thing that could be done under the circumstances was to assist the client in bringing an action for divorce or legal separation.

Mr. DOLE. Mr. Chairman, will the gentleman yield?

Mr. O'HARA of Michigan. I yield to the gentleman from Kansas.

Mr. DOLE. Mr. Chairman, is there any provision for marriage counseling or some other effort to keep the family together in this bill. I am an attorney, and I have handled a number of divorce cases without collecting a fee. This is a responsibility which we have as members of the bar, to perform some of this work.

It seems, in view of what the gentleman is saying, there should be something provided for marriage counseling.

Mr. O'HARA of Michigan. Let me respond to the gentleman in this way. I do not know about every legal services program, but the one with which I am most familiar does indeed include, as part of the legal services to the poor, a staff marriage counselor to whom the domestic disputes will be referred in the first instance in an effort to resolve whatever the problem might be.

Mrs. MINK. Mr. Chairman, will the gentleman yield?

Mr. O'HARA of Michigan. I yield to the gentleman from Hawaii.

Mrs. MINK. Mr. Chairman, I believe one of the really important services in this kind of program is to provide for the poor in our communities some advice and counsel in the area of their domestic difficulties. Prior to my coming to Congress, I served as an attorney in my own city. I would say the large percentage of my cases dealt with the problems of families. I represented many clients in

divorces and separate maintenance actions. I certainly do not have the reputation in my community of being a family or homewrecker. This is not the intention of this bill either, but rather to provide for these people a type of counseling and marriage counseling advice which they so vitally need.

In so many of these cases, our legal aid society has been able to bring families together, and to reunite the families. But certainly we do not want to deprive the counselors in this kind of situation from taking the legitimate cases to court and securing a divorce, or securing for a mother an opportunity to have a court order for support, which can be enforced against a husband perhaps who has left the legal jurisdiction. The Reciprocal Enforcement Act enables that mother then to collect alimony or support from a husband in another State. I consider this to be one of the most vital features of a legal services program, which has been incorporated into the Economic Opportunity Act.

Mr. O'HARA. Mr. Chairman, I thank the gentlewoman for her contribution.

The CHAIRMAN. The time of the gentleman from Michigan has expired.

(By unanimous consent, Mr. O'HARA of Michigan was allowed to proceed for 2 additional minutes.)

Mr. DOLE. I thank the gentleman for yielding. I want to make it clear to the gentlewoman from Hawaii and have attempted, in the amendment and in my statement, that my amendment would not prohibit support or custody actions. I am not suggesting this should not be done. In many cases the husband should be made to pay child support, either under the Uniform Support Act or in some other way.

My amendment deals with divorce actions, separate maintenance actions, and annulment actions. This is where I disagree, and do not feel family separation should be subsidized with poverty program money.

Mr. O'HARA of Michigan. Mr. Chairman, to sum up, I believe if the legal services for the poor operate anything at all like the free legal services program with which I was associated some years ago—and I suspect they do—the attorneys working therein will make every effort to avoid going to court in divorce or separate maintenance or annulment actions.

But sometimes the circumstances are such that that is the only sensible thing to do. I would not like to see a prohibition in the act against a lawyer instituting a domestic relations action when he feels it is the best course to follow.

Mr. SMITH of Iowa. Mr. Chairman, will the gentleman yield?

Mr. O'HARA of Michigan. I yield to the gentleman from Iowa.

Mr. SMITH of Iowa. In some of these cases the legal separation is a fact, but child support has not been established. The amount of child support which can be secured under the criminal laws for desertion is much lower than the amount that can be allowed under a divorce decree.

Mr. O'HARA of Michigan. The gentleman is absolutely correct. I do not

believe we ought to have a blanket prohibition against this sort of representation.

I hope the amendment will be defeated.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Kansas [Mr. DOLE].

The question was taken; and on a division (demanded by Mr. DOLE) there were—ayes 23, noes 38.

So the amendment was rejected.

AMENDMENT OFFERED BY MR. ERLBORN

Mr. ERLBORN. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. ERLBORN: On page 9, strike out lines 15 through 23, and insert the following:

"SEC. 204. Section 205(a) of the Act is amended by adding at the end thereof the following new sentence: 'No person whose compensation exceeds \$6,000 per annum and is paid, in whole or in part, from sums appropriated to carry out title II shall be employed at a rate of compensation which exceeds by more than 20 per centum the salary which he was receiving in his immediately preceding employment, but the Director may grant exceptions for specific cases.'"

Mr. ERLBORN. Mr. Chairman, in the bill before us the section on page 9, section 204, imposes a limitation of \$12,500 per year on the amount of salary which may be paid to an employee in a community action program. While I believe the purpose of this section is salutary in holding down salaries, this is the sort of arbitrary action many on the other side of the aisle have accused us of in some of the other amendments.

The fact is that this does not take into consideration the variance in the type of personnel who might be needed, for instance, in Podunk, Ky., or New York City or the city of Chicago or in some small community.

In other words, there is a top limitation of \$12,500. That amount of salary could be paid to an employee in the small community, and the same salary could be paid to an employee who is the head of a program in one of our large metropolitan areas. It is an arbitrary figure.

In the hearings in the other body the mayor of the city of New York testified to this particular aspect of the bill. He said, and I would like to quote:

I should like to comment briefly on the proposal to limit the Federal contribution to salaries of community action employees. In New York during the past several months we have learned through hard and bitter experience how difficult it is to attract able talent to municipal government. We have recognized how important it is for local government to be able to offer salaries and fringe benefits comparable to those offered in private industry and the Federal Government.

I am struck by the contrast between the proposal to limit salaries and the advice we so often hear that the war on poverty should adopt more businesslike procedures and improved administrative practices. To do so will require topflight executive personnel—first-rate talent that private business firms would never risk losing by placing an artificial ceiling on salaries.

Senator CLARK, in response to this observation, said, and I quote:

I would like to interrupt you again to indicate my strong concurrence with what you

have just said. As the chairman of this subcommittee on manpower, in addition to employment and poverty, I have been running into a critical shortage of skills in all nonprofit areas of our society, including municipal government.

Now, not only is the ceiling wrong, but I think that this section does not attack the just as serious problem of too high a salary, even though it be below \$12,500. Let me give you some examples. This is in the Youth Corps rather than in the community action program, but in the Job Corps camp at San Marcos, Tex., here are a few of the representative salary increases of people employed privately and then hired in the Job Corps camp. The manager of personnel. Previous employment, \$5,000. Then he was hired at a \$10,000 salary. This is under \$12,500, but he has a 100-percent increase in his income.

Math chairman went from \$4,730 to \$10,080. Again a more than 100-percent increase in his salary. There are instances after instances of teachers and other people being hired under this poverty war program and having their salaries increased by 40 or 60 percent or 100 percent or 150 percent.

So I think that the real test here should be how good a man is he and how much is he worth. The way we can determine this is how much has he been worth in the past to his private or previous employer, whether private or public. So this amendment would not place an arbitrary ceiling on this but would provide that salaries exceeding \$6,000 a year cannot be given to a person if the salary is more than 20 percent more than he had been making in his previous employment.

In other words, if a man would be making \$15,000, they could hire him at \$15,000 or at \$18,000. If he does not make but \$7,000 a year, then he could be hired at 20 percent more than that. In other words, it sets a limitation based on the worth of the individual rather than the arbitrary ceiling. I think this is a more proper approach, and I hope the amendment will be adopted.

Mr. HALL. Mr. Chairman, will the gentleman yield?

Mr. ERLBORN. I am happy to yield.

The CHAIRMAN. The time of the gentleman has expired.

(Mr. ERLBORN (at the request of Mr. HALL) was given permission to proceed for 2 additional minutes.)

Mr. HALL. Could this amendment, which I have already complimented the gentleman for, be called a salary restraint amendment under the economic opportunity program?

Mr. ERLBORN. I think that would be good terminology.

Mr. HALL. Is the gentleman familiar with an insertion I made in the appendix of the RECORD on September 22 of this year, on page A-4918, entitled "Poverty Agency Officials Got Big Pay Hikes," referring to the Human Development Corp., which has been generally doing a good job in the St. Louis area as far as I am concerned, but listing therein over 20-some-odd people who had either been transferred into this agency in the past year or had had from 1 to 3 pro-

missions which raised their salaries from an average of between 60 to 80 percent in that given year or by virtue of the transfer alone?

Mr. ERLBORN. I am familiar with that and I believe this represents further evidence for the need of this amendment.

Mr. HALL. And, Mr. Chairman, if the gentleman will yield further, certainly the gentleman's amendment would prevent these unusual out-of-the-ballpark prices in the hiring of personnel; is that not correct?

Mr. ERLBORN. That is correct, at least in the community action program.

Mr. HALL. Mr. Chairman, if the gentleman will yield further, this is directly applicable to the community action program and I commend the gentleman from Illinois [Mr. ERLBORN] and I certainly hope that the amendment which the gentleman has offered will be accepted on both sides of the aisle, because it is needed in order to bring about restraint and to prevent piracy among those who remain behind in their doing a good job in the area of concern.

Mr. ERLBORN. Mr. Chairman, I thank the gentleman from Missouri for his contribution.

Mr. CURTIS. Mr. Chairman, will the gentleman yield?

Mr. ERLBORN. I yield to the gentleman from Missouri [Mr. CURTIS].

Mr. CURTIS. Mr. Chairman, I want to compliment the gentleman from Illinois [Mr. ERLBORN] and also my colleague, the gentleman from Missouri [Mr. HALL], for putting this material into the RECORD.

And, Mr. Chairman, also I might say that the two St. Louis newspapers have been alerted to this problem. Indeed, the Human Development Corp., of St. Louis, has been—

The CHAIRMAN. The time of the gentleman from Illinois has expired.

(Mr. ERLBORN, by unanimous consent (at the request of Mr. CURTIS) was given permission to proceed for 2 additional minutes.)

Mr. CURTIS. Mr. Chairman, will the gentleman yield further?

Mr. ERLBORN. I shall be happy to yield further to the gentleman from Missouri.

Mr. CURTIS. The Human Development Corp., in the city of St. Louis, has done a good job. And, one of the reasons given—and this is a very interesting reason for providing these high salaries—is that they are asking people to go into temporary jobs and, therefore, they cannot give to them the necessary continuity of employment. And for that reason they have to pay higher salaries.

Mr. Chairman, this, in itself, should send up a warning signal of the danger of these programs, as to how this entire poverty war can actually make a city or community—can actually render them worse off than they were before the war was declared, when the temporary programs recede.

Mr. Chairman, it is my opinion that the amendment which has been offered by the gentleman from Illinois [Mr.

ERLBORN] directs the attention of everyone to this serious problem. And, we have got to get this whole matter coordinated and on a more permanent basis. There must not be this disruption of the Community Chest agencies and other groups which have been doing this welfare and education work in the poverty area for years, by having the Federal Government all of a sudden wake up to the fact that there has been a war on poverty going on in our society for hundreds of years.

It does not behoove the "Johnny-come-latelies" to disrupt the structure and work which has been going on, particularly when the odds are they will ride off to other wars as their attention is directed to other social problems, leaving those on the scene to pick up the pieces.

Mr. WATSON. Mr. Chairman, will the gentleman yield?

Mr. ERLBORN. I yield to the gentleman from South Carolina.

Mr. WATSON. Mr. Chairman, I should like to join with all of my colleagues in commending the gentleman in the well, the gentleman from Illinois [Mr. ERLBORN], upon the approach which he has taken to this matter through the amendment which he has proposed.

Mr. Chairman, I realize that this is a difficult area in working out an exact formula, but I believe the manner in which the gentleman has approached it is a very equitable one and I hope the committee managers will agree with the intent and purpose of this amendment.

Mr. Chairman, of all the frauds perpetrated by the Great Society on the American people, the poverty war has to rank in the forefront. Armed with an elaborate political patronage system which has provided thousands of jobs for Democratic politicians, the administration's war on poverty is in reality a war against the poor.

No longer is assistance provided to the poor and needy on a charitable basis. The missionary has been replaced with the man in the grey flannel suit. That man is a \$17,000- to \$25,000-a-year executive with the Office of Economic Opportunity. The spirit of helping the less fortunate has ever been the earmark of charity, and yet this philosophy seemingly does not prevail in the Office of Economic Opportunity. One cannot help but conclude that current poverty programs are doing more good for the do-gooders than good for the poor.

When the Great Society decided to undertake the ambitious and meritorious project of alleviating poverty in this country, it surely failed to take into consideration that its expensive creation would result in such a complete waste of public funds.

A cursory glance at a few statistics substantiate this view. A simple matter of arithmetic indicates that in the Job Corps program, one of the most cynical and totally fraudulent projects ever funded by the Federal Government, that exactly \$164,064 has been spent on each Job Corps graduate. Of the 38,951 enrollees in this program, only 3,080 have graduated. As ridiculous as it may seem,

it costs more in 1 year to train an individual to clean parks than it would to send 12 students to Harvard for 4 years.

The mismanagement and irresponsible administration of the war on poverty can be cited in cases too numerous to mention. Almost daily we hear reports of corruption in virtually every program undertaken by the Office of Economic Opportunity. Even the City Council of New Bedford, Mass., unanimously passed a resolution appealing to the President to close a Job Corps center in their city. The war on poverty is only another step toward making the Great Society a "corrupt society." Rather than even considering an expansion of the Economic Opportunity Act, this body should immediately undertake a war on waste and excessive spending which now threatens to bankrupt this Nation.

Despite \$2.3 billion in expenditures over the past 2 years, the Office of Economic Opportunity really has not made an impact on poverty but has resulted in a political bonanza of jobs for Democrats at the taxpayers' expense. Its creation was strictly politically motivated and its objectives only tend to duplicate existing programs.

One really does not have to search too far for an answer to the waste by OEO. Embroiled in brutal politics, lacking in coordination and definition, this bureaucratic agency represents the culmination of inefficiency in the executive branch.

Yet, here we are again faced with having to expand this grossly disorganized program of mediocrity. If we took just one-half of the funds being set aside for this program this year and simply gave the taxpayers a break in order for them to give more to reputable charitable institutions, the stigma of deprivation among America's poor would be substantially reduced for the next generation. There is no real guarantee that this year's appropriations will not be used as they have in the past—to increase political patronage among Democratic Party faithful as was revealed in the debate earlier this week when it was brought to light that the campaign manager of one Democratic Congressman is on the payroll of the Office of Economic Opportunity.

Mr. ERLBORN. Mr. Chairman, I thank the distinguished gentleman from South Carolina.

(Mr. ERLBORN asked and was given permission to revise and extend his remarks.)

Mr. GIBBONS. Mr. Chairman, I move to strike the requisite number of words.

(Mr. GIBBONS asked and was given permission to revise and extend his remarks.)

Mr. GIBBONS. Mr. Chairman, I would like to ask the gentleman from Illinois [Mr. ERLBORN], the author of the proposed amendment, whether or not we could agree among ourselves that we would temporarily pass over this amendment until we find a Member on our side with whom the gentleman from Illinois would like to discuss it and, per-

haps, we may be able to reach an agreement upon the gentleman's amendment.

The CHAIRMAN. The Chair will suggest to the gentleman from Florida that the gentleman would have to ask unanimous consent to pass over the consideration of the amendment at this time or ask unanimous consent that the amendment be withdrawn, either of which would be possible if the gentleman so desires.

Mr. GIBBONS. Well, Mr. Chairman, still using some of my 5 minutes, may I state it is not my intention to try postpone consideration of this amendment which has been offered by the gentleman from Illinois [Mr. ERLBORN], or to try to arbitrarily cut off debate on it.

I would like to have the opportunity to circulate around a little more on this side to see whether we may be able to agree to the amendment.

Mr. Chairman, I would ask the gentleman from Illinois [Mr. ERLBORN] if he would not ask unanimous consent to withdraw his amendment with the understanding that we can come back to it later.

Mr. ERLBORN. Mr. Chairman, I ask unanimous consent to withdraw my amendment with the understanding that the amendment will be considered before we pass from this title to the next title of the bill.

The CHAIRMAN. Is there objection to the request of the gentleman from Illinois?

Mr. CURTIS. Mr. Chairman, reserving the right to object. I yield to the gentleman from Florida [Mr. GIBBONS] at this time.

Mr. GIBBONS. Mr. Chairman, of course, it is the understanding that the gentleman from Illinois [Mr. ERLBORN] may offer his amendment and will be able to speak on his amendment if we cannot come to an agreement to accept this amendment.

Mr. CURTIS. Mr. Chairman, I withdraw my reservation of objection.

The CHAIRMAN. Is there objection to the request of the gentleman from Illinois [Mr. ERLBORN]?

There was no objection.

The amendment was withdrawn.

AMENDMENT OFFERED BY MR. BELL

Mr. BELL. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. BELL: On page 16, beginning with line 12 strike out everything through line 14 on page 22, and insert in lieu thereof the following:

"Adult basic education—Revision of program

"SEC. 211. Part B of title II of the Act is amended to read as follows:

"PART B—ADULT EDUCATION

"Short title; statement of purpose

"SEC. 212. (a) This part may be cited as the "Adult Education Act of 1966".

"(b) It is the purpose of this part to encourage and expand basic educational programs for adults to enable them to overcome English language limitations, to improve their basic education in preparation for occupational training and more profitable employment, and to become more productive and responsible citizens.

"Definitions

"SEC. 213. As used in this part—

"(a) The term "adult" means any individual who has attained the age of eighteen.

"(b) The term "adult education" means services or instruction below the college level (as determined by the Commissioner), for adults who—

"(1) do not have a certificate of graduation from a school providing secondary education and who have not achieved an equivalent level of education, and

"(2) are not currently enrolled in schools.

"(c) The term "adult basic education" means education for adults whose inability to speak, read, or write the English language constitutes a substantial impairment of their ability to get or retain employment commensurate with their real ability, which is designed to help eliminate such inability and raise the level of education of such individuals with a view to making them less likely to become dependent on others, to improving their ability to benefit from occupational training and otherwise increasing their opportunities for more productive and profitable employment, and to making them better able to meet their adult responsibilities.

"(d) The term "Commissioner" means the Commissioner of Education.

"(e) The term "local educational agency" means a public board of education or other public authority legally constituted within a State for either administrative control or direction of public elementary or secondary schools in a city, county, township, school district, or other political subdivision of a State, or such combination of school districts or counties as are recognized in a State as an administrative agency for its public elementary or secondary schools; except that if there is a separate board or other legally constituted local authority having administrative control and direction of adult education in public schools therein, such term means such other board or authority.

"(f) The term "State" includes the District of Columbia, and (except for the purposes of section 214(b)(1)) the Commonwealth of Puerto Rico, Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands.

"(g) The term "State educational agency" means the State board of education or other agency or officer primarily responsible for the State supervision of public elementary and secondary schools, or if there is a separate State agency or officer primarily responsible for supervision of adult education in public schools then such agency or officer may be designated for the purposes of this part by the Governor or by State law. If no agency or officer qualifies under the preceding sentence, such term shall mean an appropriate agency or officer designated for the purposes of this part by the Governor.

"Grants to States for adult basic education

"SEC. 214(a)(1) From the sums appropriated or made available to carry out this part, not less than 10 per centum nor more than 20 per centum shall be reserved for the purposes of section 218.

"(2) From the remainder of such sums, the Commissioner is authorized to make grants to States, which have State plans approved by him under section 215 for the purposes of this section, to pay the Federal share of the cost of the establishment or expansion of adult basic education programs to be carried out by local educational agencies.

"(b)(1) From the sums available for purposes of section 214(a)(2) for any fiscal year, the Commissioner shall allot not more than 2 per centum thereof among Puerto Rico, Guam, American Samoa, the Trust Territories of the Pacific Islands, and the Virgin Islands according to their respective needs

for assistance under such section. From the remainder of such sums he shall allot to each State an amount which bears the same ratio to such remainder as the number of adults who have completed not more than five grades of school (or have not achieved an equivalent level of education) in such State bears to the number of such adults in all States.

"(2) The portion of any State's allotment under paragraph (1) for a fiscal year which the Commissioner determines will not be required, for the period such allotment is available, for carrying out the portion of the State plan relating to adult basic education approved under this part shall be available for reallocation from time to time, on such dates during such period as the Commissioner may fix, to other States in proportion to the original allotments to such States under paragraph (1) for such year, but with such proportionate amount for any of such other States being reduced to the extent it exceeds the sum which the Commissioner estimates such State needs and will be able to use for such period for carrying out such portion of its State plan approved under this part, and the total of such reductions shall be similarly reallocated among the States whose proportionate amounts are not so reduced. Any amount reallocated to a State under this paragraph during a year shall be deemed part of its allotment under paragraph (1) for such year.

"State plans

"SEC. 215. (a) Any State desiring to receive its allotment of Federal funds for any grant under this part shall submit through its State educational agency a State plan. A State plan shall be in such detail as the Commissioner deems necessary, and shall—

"(1) set forth a program for the use of grants, in accordance with section 214(a)(2) which affords assurance of substantial progress, with respect to all segments of the adult population and all areas of the State, toward carrying out the purposes of such section;

"(2) provides for the administration of such plan by the State educational agency;

"(3) provides for cooperative arrangements between the State educational agency and the State health authority authorizing the use of such health information and services for adults as may be available from such agencies and as may reasonably be necessary to enable them to benefit from the instruction provided pursuant to this title;

"(4) provides for grants to public and private nonprofit agencies for special projects, teacher-training and research;

"(5) provides for cooperation with Community Action programs, Work Experience programs, VISTA, Work Study, and other programs relating to the antipoverty effort;

"(6) provides that such agency will make such reports to the Commissioner, in such form and containing such information, as may reasonably be necessary to enable the Commissioner to perform his duties under this part and will keep such records and afford such access thereto as the Commissioner finds necessary to assure the correctness and verification of such reports;

"(7) provides such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting for Federal funds paid the State under this part (including such funds paid by the State to local educational agencies); and

"(8) provides such further information and assurances as the Commissioner may by regulation require.

"(b) The Commissioner shall not finally disapprove any State plan submitted under this part, or any modification thereof, without first affording the State educational agency reasonable notice and opportunity for a hearing.

"Payments"

"SEC. 216. (a) Except as provided in subsection (b), the Federal share of expenditures to carry out a State plan shall be paid from a State's allotment available for grants to such State. For the fiscal year ending June 30, 1967, and for the two succeeding fiscal years the Federal share for each State shall be 90 per centum.

"(b) No payment shall be made to any State from its allotment for any fiscal year unless the Commissioner finds that the amount available for expenditure by such State for adult education from non-Federal sources for such year will be not less than the amount expended for such purposes from such sources during the preceding fiscal year.

"(c) Payments to a State under this part may be in installments and in advance or by way of reimbursement with necessary adjustments on account of overpayments or underpayments.

"Operation of State plans; hearings and judicial review"

"SEC. 217. (a) Whenever the Commissioner after reasonable notice and opportunity for hearing to the State educational agency administering a State plan approved under this part, finds that—

"(1) the State plan has been so changed that it no longer complies with the provisions of section 215, or

"(2) in the administration of the plan there is a failure to comply substantially with any such provision,

the Commissioner shall notify such State agency that no further payments will be made to the State under this part (or in his discretion, that further payments to the State will be limited to programs under or portions of the State plan not affected by such failure), until he is satisfied that there will no longer be any failure to comply. Until he is so satisfied, no further payments may be made to such State under this part (or payments shall be limited to programs under or portions of the State plan not affected by such failure).

"(b) A State educational agency dissatisfied with a final action of the Commissioner under section 215 or subsection (a) of this section may appeal to the United States court of appeals for the circuit in which the State is located, by filing a petition with such court within sixty days after such final action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Commissioner or any officer designated by him for that purpose. The Commissioner thereupon shall file in the court the record of the proceedings on which he based his action, as provided in section 2112 of title 28, United States Code. Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part, temporarily or permanently, but until the filing of the record, the Commissioner may modify or set aside his order. The findings of the Commissioner as to the facts, if supported by substantial evidence, shall be conclusive, but the court, for good cause shown, may remand the case to the Commissioner to take further evidence, and the Commissioner may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence. The judgment of the court affirming or setting aside, in whole or in part, any action of the Commissioner shall be final, subject to the review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code. The commencement of proceedings under this subsection shall not unless so specifically ordered by the court operate as a stay of the Commissioner's action.

"Special projects and teacher training"

"SEC. 218. (a) The sums reserved in section 214(a)(1) for the purposes of this section shall be used for making special project grants or providing teacher-training grants in accordance with this section.

"(b) The Commissioner is authorized to make grants to local educational agencies or other public or private nonprofit agencies, including educational television stations, for special projects which will be carried out in furtherance of the purposes of this part, and which—

"(1) involve the use of innovative methods, systems, materials, or programs which the Commissioner determines may have national significance or be of special value in promoting effective programs under this part, or

"(2) involve programs of adult education, carried out in cooperation with other Federal, federally assisted, State, or local programs which the Commissioner determines have unusual promise in promoting a comprehensive or coordinated approach to the problems of persons with basic educational deficiencies.

The Commissioner shall establish procedures for making grants under this subsection which shall require a non-Federal contribution of at least 10 per centum of the costs of such projects wherever feasible and not inconsistent with the purposes of this subsection.

"(c) The Commissioner is authorized to provide (directly or by contract), or to make grants to colleges or universities, State or local educational agencies, or other appropriate public or private nonprofit agencies or organizations to provide training to persons engaged, or preparing to engage, as personnel in adult education programs designed to carry out the purposes of this part, with such stipends and allowances, if any (including traveling and subsistence expenses), for persons undergoing such training and their dependents as the Commissioner may by regulation determine.

"Administration"

"SEC. 219. (a)(1) The President shall, within ninety days of enactment of this part appoint a National Advisory Committee on Adult Basic Education.

"(2) The National Advisory Committee shall have eight members, consisting of the Commissioner of Education, who shall be chairman, and seven other members who shall, to the extent possible, include persons knowledgeable in the field of adult education, State and local public school officials, and other persons having special knowledge and experience, or qualifications with respect to adult basic education, and persons representative of the general public. Such Advisory Committee shall meet at the call of the chairman but not less often than twice a year.

"(3) The Advisory Committee shall advise the Commissioner in the preparation of general regulations and with respect to policy matters arising in the administration of this part, including policies and procedures governing the approval of State plans under section 215 and policies to eliminate duplication, and to effectuate the coordination of programs under this part and other programs offering adult education activities and services.

"(4) The Advisory Committee shall review the administration and effectiveness of the adult basic education program and other federally supported adult education programs as they relate to basic adult education, make recommendations with respect thereto, and make annual reports to the President of its findings and recommendations (including recommendations for changes in this part and other Federal laws relating to adult education activities and services). The President shall transmit each such report to the Congress together with

his comments and recommendations. The Secretary of Health, Education, and Welfare shall coordinate the work of this committee with that of other related advisory committees.

"(5) Members of the Advisory Committee who are not regular full-time employees of the United States, shall, while serving on the business of the Committee, be entitled to receive compensation at rates fixed by the Commissioner, but not exceeding \$100 per day, including travel time; and while so serving away from their homes or regular places of business, members may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5703 of title 5 of the United States Code for persons in the Government service employed intermittently.

"(6) The Commissioner shall engage such technical assistance as may be required to carry out the functions of the Advisory Committee, and the Commissioner shall, in addition, make available to the Advisory Committee such secretarial, clerical, and other assistance and such pertinent data prepared by the Department of Health, Education, and Welfare as it may require to carry out its functions.

"(7) In carrying out its functions pursuant to this subsection, the Advisory Committee may utilize the services and facilities of any agency of the Federal Government, in accordance with agreements between the Secretary of Health, Education, and Welfare and the head of such agency.

"(b) (1) The Commissioner is authorized to delegate any of his functions under this part, except the making of regulations, to any officer or employee of the Office of Education.

"(2) In administering the provisions of this part, the Commissioner is authorized to utilize the services and facilities of any agency of the Federal Government and of any other public or nonprofit agency or institution, in accordance with agreements between the Secretary and the head thereof.

"(c) (1) Nothing contained in this part shall be construed to authorize any department, agency, officer, or employee of the United States to exercise any direction, supervision, or control over the curriculum, program of instruction, administration, or personnel of any educational institution or school system, or over the selection of library resources, textbooks, or other printed or published instructional materials by any educational institution or school system.

"(2) The National Advisory Committee on Adult Basic Education is authorized to encourage the establishment of State and local adult education advisory committees in order to improve reporting of State and local administration of programs under this part. Such local and State advisory committees may be existing groups or especially established by State and local administrators of the programs to assure that the local program is meeting the needs of the community.

"(d) No grant may be made under this part for any educational program, activity, or service related to sectarian instruction or religious worship, or provided by a school or department of divinity. For purposes of this subsection, the term "school or department of divinity" means an institution or a department or branch of an institution whose program is specifically for the education of students to prepare them to become ministers of religion or to enter upon some other religious vocation, or to prepare them to teach theological subjects.

"Funding"

"SEC. 219. Of the sums appropriated to carry out this title for a fiscal year, not less than \$40,000,000 shall be available only for carrying out this part."

Mr. BELL (during the reading of the amendment). Mr. Chairman, I ask unanimous consent that the further

reading of the amendment be dispensed with.

The CHAIRMAN. Without objection, it is so ordered.

There was no objection.

The CHAIRMAN. The gentleman from California [Mr. BELL] is recognized for 5 minutes.

Mr. ERLÉNORN. Mr. Chairman, I make the point of order that a quorum is not present.

The CHAIRMAN. The Chair will count. [After counting.] Sixty-seven Members are present, not a quorum. The Clerk will call the roll.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 316]

Albert	Gray	O'Konski
Andrews,	Greigg	Olsen, Mont.
George W.	Gubser	O'Neill, Mass.
Ashley	Hagan, Ga.	Passman
Aspinall	Hansen, Idaho	Pirnie
Bow	Harvey, Ind.	Poage
Brown, Calif.	Hébert	Pool
Cabell	Howard	Powell
Callaway	Johnson, Okla.	Rees
Carter	Jones, Ala.	Robison
Celler	Jones, Mo.	Rogers, Tex.
Conyers	Kee	Roncalio
Cramer	King, N.Y.	St Germain
Daddario	Kluczynski	Schweiker
Denton	Landrum	Scott
Derwinski	Long, La.	Stephens
Dickinson	McClory	Thompson, Tex.
Diggs	Martin, Ala.	Todd
Dow	Martin, Mass.	Toll
Duncan, Oreg.	Martin, Nebr.	Tuten
Dyal	Mathias	Udall
Edwards, La.	Monagan	Utt
Evans, Colo.	Morrison	Willis
Evins, Tenn.	Morse	Wilson,
Feighan	Moss	Charles H.
Fisher	Murray	Wright
Flood	Nedzi	

Accordingly the Committee rose; and the Speaker having resumed the chair [Mr. Brooks], Chairman of the Committee of the Whole House on the State of the Union, reported that the Committee, having had under consideration the bill, H.R. 15111, and finding itself without a quorum, he directed the roll to be called, when 354 Members responded to their names, a quorum, and he submitted herewith names of the absentees to be spread upon the Journal.

The Committee resumed its sitting.

The CHAIRMAN. When the Committee rose, the Clerk has just reported the amendment of the gentleman from California [Mr. BELL].

The Chair recognizes the gentleman from California [Mr. BELL] for 5 minutes.

(Mr. BELL asked and was given permission to revise and extend his remarks.)

Mr. BELL. Mr. Chairman, my amendment relieves the Office of Economic Opportunity of its administrative function under title IIB, adult basic education.

It would shift the administrative authority for the program to the Office of Education.

The Office of Education now retains the delegated authority for the program.

The amendment is identical in substance to one adopted Wednesday by the Senate Labor and Public Welfare Committee when it considered amendments to the Elementary Secondary Education Act.

It is my intention to offer an amendment to the House version of amendments to the Elementary and Secondary Education Act to establish the adult education program as a new title.

I am informed by Legislative Counsel and the Parliamentarian that this approach will pose no mechanical difficulty.

My amendment would make two important changes in the act:

First, it would provide an expansion of the program.

Second, it would place the entire administrative responsibility for adult education in the Office of Education.

In expanding the program, my amendment does not differ substantially from the provisions of H.R. 15111.

It does make some changes, however. H.R. 15111 provides that 25 percent or \$6.6 million of the \$26.5 million provided for the program be used for special projects and teacher training under section 218.

My amendment provides that at least 10 percent but no more than 20 percent of the \$40 million authorized be used for the same purpose.

Between \$4 million and \$8 million would be earmarked for special projects which include innovative methods of teaching adults or programs which promote a comprehensive approach to the problems of adult educational deficiencies, and for the training of adult education teachers.

My amendment, by providing between 10 and 20 percent of the funding for special projects and teacher training, builds in flexibility in meeting the varying needs of the States.

Certain States now have imaginative programs and would more efficiently spend a greater sum on the teaching programs.

The Commissioner would make this determination and assign the funds accordingly.

It is important to note, Mr. Chairman, that my amendment requires a State plan to include cooperation with community action programs, work experience programs, VISTA, work study, and other programs under the Economic Opportunity Act.

It does not eliminate the adult education program from the antipoverty effort.

In addition, my amendment would set up a National Advisory Committee on Adult Basic Education.

Appointed by the President, the eight-member committee would advise the Commissioner in preparing regulations and on policy matters.

The committee would also review the administration and effectiveness of the program and make recommendations to the President annually.

Mr. Chairman, this amendment goes to the very heart of the difficulties that have plagued the poverty program since 1964—administration.

My amendment would simply eliminate OEO as the middleman in the funding procedure.

Under the present setup, title IIB can only be implemented when OEO transfers the funds to the Office of Education, which, in turn, passes them on to the States for further routing.

OEO has been merely acting as a budgetary conduit under title IIB.

The procedure has added to the administrative headaches at OEO and caused months of delays in funding State programs.

It is argued that my amendment would eliminate the imaginative contributions OEO makes to education programs.

I would point out that OEO will continue to develop innovations in adult education under section 207 of the act.

My amendment does not disturb that authority.

Mr. Chairman, my amendment does not go beyond the scope of the changes proposed by H.R. 15111.

It is merely an administrative change that will improve the efficiency of program and free OEO from its purely clerical function in the program.

Mr. BRADEN. Mr. Chairman, I rise in opposition to the amendment offered by the gentleman from California [Mr. BELL].

Mr. Chairman, let me observe that the amendment of the gentleman from California [Mr. BELL] pays a great compliment to the committee bill in that, as he has already confessed, his own amendment adopts so much of the substance of what would be found in the bill, H.R. 15111.

There are several reasons I think the gentleman's amendment ought to be defeated.

First, he has made very clear he wants to give control of the adult education program to the Commissioner of Education.

I happen to have a high regard for that commissioner, but it does seem to me, Mr. Chairman, that the Commissioner of Education has plenty of thorny problems to keep him very busy these days without adding another very significant area of responsibility.

In the second place may I say to the gentleman from California, the same thing that was said yesterday with respect to the amendment to take project Headstart out of the Office of Economic Opportunity and place it over in the Office of Education. If we were to do what the gentleman is suggesting, we might very well kill the entire adult basic education program for there is no guarantee at all that we are going to be able to write into the Elementary and Secondary Education Act next week an adult basic education program.

A third point I would have to cite in opposition to the gentleman's suggestion is that he wants to expand the program.

Now let me make very clear that I would like very much to expand the program, too. But from time to time we hear something around this place about "fiscal responsibility," and you will observe, I may say to the gentleman from California, that the committee bill stays within the President's budget. If we were to adopt the suggestion of the gentleman from California, we would start busting that budget.

There are perhaps even more profound reasons for opposing the suggestion of the gentleman from California. One of the great assets, in my judgment, in maintaining the adult basic education

program within the administrative jurisdiction of the OEO is that we will thereby maintain the maximum focus upon the problems of the poor in the United States, for the fact of the matter is that most of the illiterate Americans 18 years of age and above are within the poverty category.

I think it is clear, if one observes the way in which the adult basic educational program is administered, that there is no requirement in the present statute that a person must be poor to participate in the program.

However, the joint regulations established by the OEO and the OE for the adult basic education program stress that its "primary purpose" is "to provide basic instruction to impoverished adults whose ability to read and write the English language, to quote from the guidelines, constitute a substantial impairment of their employability."

The fact of the direct participation by the Office of Economic Opportunity in the putting together of the guidelines insures that the title II-B program will, to the maximum extent possible, be of assistance to impoverished adults in our country.

There is another reason that I must oppose the gentleman's amendment, and it goes back to the principle of all the Republican amendments, which is to scatter these programs all over Washington, D.C., and to do so after many months of painful effort to establish patterns of cooperation and coordination at the local level—something that the gentlemen on the other side even say they favor. Yet they now come up with propositions that would fragment these programs and scatter them all over the lot.

There is another point I would like to make in opposition to the gentleman's proposition, and that is that in many of our States we have not had sufficient experience in operating these title II-B programs. It has been not an easy task to get them off the ground. For that reason, to rip out the program from its present context, where it is being administered by OEO, and plant it in the Department of Health, Education and Welfare, would be, I think, a precipitous and ill-advised action.

There is another reason that I think the gentleman's amendment would be a mistake. At the present time we have in process a number of in-depth analyses at the State and local level to evaluate the progress of the adult basic education program. To change the administrative structure of this program at this time without any clear effort to assess the evaluations would be in my judgment an extremely wasteful procedure.

I must say, to conclude, Mr. Chairman, that the reasons are so many for keeping the present administrative structure of this terribly important adult basic education program, and the reasons so sparse for taking it out of the OEO, that I hope the gentleman's amendment is defeated.

Mr. QUIE. Mr. Chairman, I rise in support of the amendment.

As I listened to the gentleman from Indiana, I felt he was making some panic statements about a transfer that has already been accepted by OEO from the inception of this act, since they have transferred adult basic education to the Office of Education to handle and administer now. We saw the agreement in the subcommittee of the gentleman from Kentucky [Mr. PERKINS] where this very amendment was adopted. And when we came into the full committee, it is true, for some unknown reason the majority decided not to make the transfer. We see over in the other body they have made the transfer of adult basic education to the Office of Education. We had exactly the same thing happen in the work-study program. The first year work study was a part of the Office of Economic Opportunity.

It didn't take as long for the majority to become convinced that work study ought to be transferred to the Office of Education and did so when the act was extended last year. This is an identical situation. I cannot see how anybody would oppose this.

Mr. BELL. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentleman from California.

Mr. BELL. Mr. Chairman, I thank the gentleman for yielding.

The transfer in the Senate has just been made. They have done what we are proposing right now. The problem basically is that OEO, with all its different programs, is sometimes in a position where it works toward the detriment of an educational program, because it has to rob Peter to pay Paul, so to speak, and on adult education millions of dollars were not allocated to California. I know that happened to other States also, because of OEO's desire to fund some other program that perhaps they liked better than adult education at that time. What I say is, let us put it where it belongs, in the Department of Education, and let it be handled efficiently and directly.

Mr. BRADEMAS. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentleman from Indiana.

Mr. BRADEMAS. Mr. Chairman, I thank the gentleman for yielding. I believe the gentleman is addressing himself to the Elementary and Secondary Education Act. However, this House is considering the Economic Opportunity Act.

The second point I would make is that, while I am always interested in what is going on in the Senate, I would point out to the gentleman this is the House of Representatives, and we have our own responsibility to make our own judgment.

Mr. QUIE. Mr. Chairman, I will say to the gentleman from Indiana that next week, when the Elementary and Secondary Education Act comes up, I cannot conceive anybody on his side objecting to an amendment, as proposed by the gentleman from California, to put this in the Elementary and Secondary Education Act. It is perfectly germane, and I

am sure people on our side would be agreeable to the same amendment.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentleman from New York.

Mr. GOODELL. Mr. Chairman, that is a fallacious argument, because in the committee, when both the poverty and education bills were coming before us, the committee made the decision—we think wrongly—to put it in the economic opportunity bill. They did that when the adult education had been added to the elementary and secondary education amendments and was a part of that bill in the subcommittee. The same gentlemen arguing against this transfer were instrumental in seeing that it was put back in the poverty program.

Mrs. GREEN of Oregon. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentlewoman from Oregon.

Mrs. GREEN of Oregon. Mr. Chairman, in the State of Oregon, such programs are carried on under the Department of Education. It seems to me this amendment would bring about better programing and that there would be a wiser expenditure of funds. As far as my State is concerned, I feel compelled to support this amendment, at this time, to transfer this to the Office of Education, where I believe it belongs.

Mr. QUIE. I thank the gentlewoman.

Talking about fragmented programs, this is fragmented now. We ought to put all education programs under the Office of Education or else put them all in OEO.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentleman from New York.

Mr. GOODELL. Mr. Chairman, the argument is used that we should not transfer this because we have a variety of needs to coordinate in OEO. We could just as well argue that we have a variety of educational programs such as vocational rehabilitation, higher education, and all education programs which should not be under the Office of Education, but should be put over under OEO. This does not make any sense. Coordination should occur in one agency of the Government, at the Cabinet level, in HEW. The Office of Education is prepared to do this. Let us coordinate our various education programs in one agency, and not worry so much about coordinating adult basic education with small business, and with farmers' loans, and with other programs that have nothing to do with education. This is precisely what the amendment of the gentleman proposes.

The CHAIRMAN. The time of the gentleman has expired.

Mr. GOODELL. Mr. Chairman, I move to strike the last word.

Mr. WAGGONER. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman from Louisiana.

Mr. WAGGONER. Mr. Chairman, do I correctly understand that the crux of this present argument revolves around

whether or not these funds, which will be used for education, will be administered as they presently are by OEO, or will they be transferred completely to the Commissioner of Education for administration?

Mr. GOODELL. Mr. Chairman, that is essentially true, although it should be added that under the present setup the action of the administration is delegated by OEO to the Office of Education in most instances. The problem is that OEO determines how much money will be allocated. If they take the money from adult education and put it in some other program, no one ever knows how much money they should have gotten in adult education.

Mr. WAGGONER. Can the gentleman solve the problem by giving to Harold Howe, the Commissioner of Education, this additional authority? Some of us are having more than the usual amount of trouble with Mr. Howe now you know. He is prone to assume powers for himself without basis. Some of us have had considerable trouble dealing with him as things are.

Mr. GOODELL. The gentleman will have the same problems he refers to, whoever administers this program, I fear. He can solve it in this respect: there would be a specific allocation of funds to the Commissioner of Education. He would have a specific program, and would allocate the funds to the States. All of the various States that have basic education programs going would be able to supplement their programs and know how much money was coming in.

This will provide for intelligent administration of the program, instead of the confusion we have had.

Mr. BELL. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman from California.

Mr. BELL. The gentleman is exactly correct.

So far as dealing with the Commissioner of Education is concerned, there would be no difference from what there is under the Poverty Act. There would be the same problem.

Essentially the OEO is merely a funder. It merely, one might say, gets in the way, to a degree. It is the in-between area which is not needed. It does add to the confusion, by the fact that they change funds around to whichever program they seem to like at that time. What suffers? Adult education.

There are 370,000 people in the United States today who want basic adult education. They should have the opportunity to get that education and have the funds available for it.

Mr. FASCELL. Mr. Chairman, I move to strike the requisite number of words.

(Mr. FASCELL asked and was given permission to revise and extend his remarks.)

Mr. FASCELL. Mr. Chairman, today we have before us for our consideration a most important piece of legislation—the 1966 amendments to the Economic Opportunity Act. Enactment of this bill is essential to enable the continuation of the many successful programs begun during the past 2 years. The activities

of the Office of Economic Opportunity have not been without criticism, but on the whole I feel that the antipoverty effort has had some remarkable results and should definitely be continued.

The changes proposed by H.R. 15111 have come from careful study and examination of the strengths and weaknesses of the programs in existence. In its proposals, the committee has tried to correct certain inadequacies in the regulations and administration of the program. There has been a frank realization that perhaps the community action programs and the Job Corps have not been as successful as had been hoped. The authorizations requested for these programs are modest. Hopefully, many of the difficulties in these programs stemmed from their innovative nature, and can be overcome with more careful planning and administration.

The amendments propose that the Neighborhood Youth Corps, Headstart, and VISTA programs be expanded. These three programs have demonstrated their effectiveness in accomplishing their goals and deserve increased appropriations.

The Neighborhood Youth Corps has given help and hope to hundreds of thousands of young persons by enabling them to remain in school, return for more education, or become gainfully employed. If these men and women can receive the education, training, and motivation at this crucial period of their lives, they may be able to break out of the cycle of poverty.

The accomplishments of the Neighborhood Youth Corps, which had 278,000 enrollees in fiscal year 1965 and 528,000 enrollees in fiscal 1966, more than justify the increased expenditures requested in these amendments. During fiscal year 1966, \$271 million was obligated to support the 1,477 Neighborhood Youth Corps projects. The proposal before us asks for \$496 million for this program.

The amendments request that the amounts of money appropriated for the Headstart programs be increased from \$180 million currently obligated, to \$352 million for fiscal year 1967. The programs conducted this past summer enrolled more than half a million children of preschool age. It is estimated, however, that there are about four times this number who should have the opportunity to attend Headstart classes. Increased funds for this program will mean that it can continue to grow, and can continue to emphasize a broad approach to preschool classes, including health examinations, nutritional supplements, family involvement, and psychological services. Such a program is a sound investment in the future—the earlier we reach the children of poverty the greater the chance of helping them.

These educational programs are geared toward children and youth, which is generally the age group referred to when one talks of formal education. I would give full support to these two programs. Another education program, in which I am most interested, but which does not receive as much public attention is that of adult basic education. In the past, unfortunately, adult education has

meant cultural and academic enrichment programs for middle and upper class adults who wished to learn new ideas and skills. This is certainly a valid and useful concept and should continue to be supported.

The adult basic education to which I am referring involves the teaching of reading, writing, and computational skills to adults who are considered functionally illiterate. The purpose of this type of program is to enable these persons to be prepared to support themselves, participate in occupational training, and continue with further education in order to open additional employment opportunities. The OEO has estimated that there are almost 11 million persons between the ages of 18 and 64 who have less than an eighth-grade education. The adult basic education program in the Economic Opportunity Act was conceived to provide classes for as many of these persons as possible. To quote from a recent Office of Education report on educational deficient adults:

The unskilled and the undereducated have largely been "screened out" of regular training programs provided under MDTA, ARA, and other Government-sponsored training projects. Their limited preparation has made their acceptance into current training programs virtually impossible. As a result, they cannot hope to compete for available jobs which make ever-increasing demands in skill, training, and education.

It is well known that those without basic reading, writing, and computational skills cannot qualify for the type of skilled job for which there is a growing demand in this country. The type of job these people can qualify for is the one which is likely to disappear as automation occurs. The unemployment rate is substantially higher among those with less education. Although many say the emphasis should be placed on antipoverty programs for younger Americans, I feel very strongly that this group needs and deserves aid.

A program of this nature not only helps the man or woman who directly participates in it. Enabling these adults to become literate and, therefore, able to hold better jobs indirectly affects their families. A study reported in a recent book, "Poverty Amid Affluence," by Oscar Ornati, points up the importance of the educational level of the father of a low-income family:

Having or not having money does not in itself and of itself determine educational levels. The facts of low income does not preclude the possibility of a high school or even a college diploma. The level of education achieved by the father is more significant than his income in determining the importance given to education in the home and the degree of interest shown in the child's progress in school.

Our continuing support of adult basic education programs is essential to enable many of our older citizens to continue to be able to find work, and to help them and their families rise from the difficulties of poverty. I have myself introduced legislation which would expand educational programs for adults to enable them to overcome English language limitations, to improve their basic education in preparation for occupational training

and more profitable employment and to become more productive and responsible citizens. Under the Economic Opportunity Act, 45 State plans have been approved with plans in 9 States pending. There was a total enrollment of 37,991 in fiscal year 1965, and an enrollment of 75,000 estimated for fiscal year 1966.

I would hope that this program will continue to grow and serve more people. The proposed amendments offer several changes designed to strengthen and improve existing programs. They outline criteria to govern the administration of State plans, with emphasis on coordination with related programs such as employment training and job counseling. To encourage innovative programs, funds will be made available for grants directly to local groups for special projects. Twenty-five percent of the funds appropriated could be reserved for special project grants and for training of adult basic education teachers. These proposed changes may be expected to improve the adult basic education programs already in existence.

Other proposals in this bill would revamp the work experience program, initiate programs of rehabilitation of narcotic addicts, expand job opportunities for the hard-core unemployed older worker, and continue support of legal aid activities. In short, I feel that these amendments are well thought out and make an effort to initiate changes in programs where problems have arisen. I urge support of this bill.

The CHAIRMAN. The question is on the amendment offered by the gentleman from California [Mr. BELL].

The question was taken; and on a division (demanded by Mr. BELL) there were—ayes 40, noes 61.

Mr. BELL. Mr. Chairman, I demand tellers.

Tellers were ordered, and the chairman appointed as tellers Mr. BELL and Mr. GIBBONS.

The Committee again divided, and the tellers reported that there were—ayes 50, noes 73.

So the amendment was rejected.

AMENDMENT OFFERED BY MR. ICHORD

Mr. ICHORD. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. ICHORD: On page 16, line 11, before the period, insert the following: "Provided, that all proposals for programs of legal advice and legal representation shall not less than 60 days prior to their approval, or, in the case of existing programs, prior to any additional funding under the title, be submitted by the applicant to the bar associations in the areas intended to be served by the program for such association's review, comments, and recommendations".

Mr. ICHORD. Mr. Chairman, this amendment is prompted by a legal representation program that was approved in the State of Missouri embracing five counties in my district and four counties in the district of the gentleman from Missouri [Mr. HUNGATE]. This particular program was conceived by a professor at the University of Missouri. In the application for approval of the program the misrepresentation was made that all of

the local bar associations were in favor of the plan. Subsequently thereto, eight or nine bar associations met and disapproved the particular application.

Mr. Chairman, I think that the amendment is very simple and I believe it is very explicit. It merely requires that before these programs are approved or funded they must be submitted to the local bar associations in order that the local bar associations can make comments and recommendations.

Mr. Chairman, I believe that this is absolutely essential, because if these programs are to be successful, they must have the cooperation of the members of the local bar associations.

Mr. Chairman, as to this specific program, I want to make clear the fact that it is not as yet funded.

Mr. Chairman, the intent of this amendment is to require the Office of Economic Opportunity to submit this program to the local bar associations for comment and suggestions before the application is funded.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. ICHORD. I am happy to yield to the distinguished gentleman from New York.

Mr. GOODELL. Mr. Chairman, I would hope that in my asking the distinguished gentleman from Missouri to yield and rising in support of his amendment I shall not deliver the kiss of death to it. However, I want the gentleman to know that I favor his amendment and I want the gentleman to know that it is an excellent amendment and express the hope that it will be accepted on the other side of the aisle.

Mr. ICHORD. Mr. Chairman, I wish to state to the distinguished gentleman from New York [Mr. GOODELL] that I have conferred with the managers of the bill at great length, and I believe this amendment will be agreed to by the managers of the committee bill.

Mr. Chairman, I know that the gentleman from Florida [Mr. GIBBONS] has a similar situation and is in favor of the amendment.

Mr. LENNON. Mr. Chairman, will the gentleman yield?

Mr. ICHORD. I yield to the gentleman from North Carolina.

Mr. LENNON. Mr. Chairman, I want to commend the gentleman from Missouri very highly upon his purpose in offering this amendment.

Mr. Chairman, those of us in the North Carolina delegation have heard from our State bar associations, our district and county associations, which associations have been very much concerned about the manner in which this question has been handled.

Mr. Chairman, it is my opinion that the gentleman from Missouri should be commended by all of the Members of the House for bringing this question to our attention and, Mr. Chairman, I would like to see it adopted unanimously.

Mr. ICHORD. Mr. Chairman, I would like to make it clear that this does not give the local bar association a veto over the proposed programs but merely gives the various bar associations the op-

portunity to present suggestions and recommendations thereon.

Mr. O'HARA of Michigan. Mr. Chairman, I move to strike the last word.

(Mr. O'HARA of Michigan asked and was given permission to revise and extend his remarks.)

Mr. O'HARA of Michigan. Mr. Chairman, as the gentleman from Missouri indicated, he discussed this matter with me and with other members of the committee before offering it. Speaking for myself, I see nothing wrong with the amendment that the gentleman from Missouri [Mr. ICHORD] has offered.

Mr. Chairman, knowing the gentleman's deep interest in this matter and his deep interest in providing the best possible free legal service programs for the poor, I certainly intend to support his amendment.

However, Mr. Chairman, I would not want it thought that as a matter of practice or policy that the Office of Economic Opportunity is not already doing this. In fact, they are very sensitive about getting bar association consultation in these projects. They have informed me that over one-half of all the legal service programs approved by them are operated by the bar associations. Another one-third of such programs while not sponsored by the bar associations, enjoy bar association participation.

Now, Mr. Chairman, because they were disturbed by the situation which the gentleman from Missouri [Mr. ICHORD] has brought to our attention, OEO issued a memorandum in August of this year to their legal services program regional representatives, insisting that they satisfy themselves that the local bar associations had indeed been consulted with respect to any legal services program. I hope the amendment will be approved.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Missouri [Mr. ICHORD].

The amendment was agreed to.

AMENDMENT OFFERED BY MR. QUIE

Mr. QUIE. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. QUIE: On page 15, line 15, after "shall be", insert "transferred to the U.S. Commissioner of Education to be".

The CHAIRMAN. The gentleman from Minnesota [Mr. QUIE] is recognized for 5 minutes.

(Mr. QUIE asked and was given permission to revise and extend his remarks.)

Mr. QUIE. Mr. Chairman—

Mr. ERLBORN. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentleman from Illinois.

Mr. ERLBORN. Mr. Chairman, I thank the gentleman for yielding.

Mr. Chairman, I have asked for this

Mr. QUIE. I yield to the gentleman from Florida [Mr. GIBBONS] because we are about to complete our work on title II.

The gentleman from Florida and I have had some discussion about the amendment that I previously offered and

then withdrew at the gentleman's suggestion.

As I understand it, this amendment could be applicable on a broader basis to both the Job Corps and to community action programs if it were in title VI.

We came not to a complete agreement but quite close to an agreement on my amendment so it is my intention not to offer the amendment to title II but to offer the amendment to title VI later on. I hope we may have the same agreement at that point on the amendment as we might have had as to title II.

Mr. GIBBONS. I think I can certainly assure the gentleman that that will be the case.

Mr. QUIE. Mr. Chairman, after that colloquy I will remind my colleagues that the amendment I am offering would transfer Project Headstart to the Office of Education.

The way it will do this will be to transfer the \$350 million earmarked in this bill to the U.S. Commissioner so that he could do it in conjunction with his administration of title I of the Elementary and Secondary School Act. The same authority that the Director has presently will be given to the Commissioner of Education.

At the time the Project Headstart and the preschool programs were made part of the Office of Economic Opportunity, the Elementary and Secondary School Act was not law. But since that time under title I of the Elementary and Secondary School Act, many preschools both summer and all year-round have been funded by the Office of Education. So we find many schools in the country that are funded by both agencies.

CAP's were informed last summer that only one-third of their money should be used for the Project Headstart. When they asked where else they were going to get the money, it was suggested that they go to the Elementary and Secondary School Act for the money, which they did.

This makes for confusion and an extra amount of redtape for all of our schools in the country to be involved in.

Some of you might ask the question—What does this do with that percentage of private schools that have Headstart programs in their schools?

There is no change in the authority which we have given under this act to the Director when we transfer over to the Commissioner of Education. If we do this for 1 year, we can then move into a complete amalgamation of these two programs. But as far as the local schools are concerned, their money would all come from the U.S. Commissioner of Education and, therefore, we would be taking one more step toward coordinating the programs and consolidating them and making them administered by one agency in order to prevent confusion.

I hope that the amendment will be adopted.

Mrs. MINK. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, I rise in strong opposition to this amendment. We have discussed this in connection with the substitute bill that the minority offered and

which was defeated earlier in our committee deliberations. It is again being raised.

Both Members of the minority as well as Members of the majority side acknowledge that one of the truly outstanding programs that has evolved out of the Office of Economic Opportunity Act is the Headstart program. I think we are in complete agreement about this.

If our local school agencies were in a position to implement a program such as this, my question to the Members on the minority side is why did they not do so prior to the impetus and stimulus given to this idea by the Economic Opportunity Director?

I think that what we are considering here is a major attempt on the part of the minority side to gut one of the truly outstanding features of our economic opportunity program. Headstart is the brain child of the Office of Economic Opportunity and it has worked. It has benefited some half-million youngsters in our communities across the country. This is not a sincere effort to try to create better coordination, because there has been no criticism that the program has not been coordinated well in our local communities. What they are seeking here is to put under the Office of Education a program which has worked successfully under the administration of the Economic Opportunity Director.

Our local communities now operate some 26,000 schools systems. They already have had tremendous difficulty in coming forth with programs under the new Primary, Secondary Education Act. If we were to review the record of their own suggestions and their own programs over the last year of the Elementary Secondary Education Act, we would see that of the half-billion dollars devoted to title I under that act, less than 10 percent of the funds given to our local school systems has gone into the preschool education area. So what is really needed here is the continued attention, the continued direction and stimulus of an independent agency like the Office of Economic Opportunity to continually emphasize the importance of this program by directing special attention to the 3- and 4-year-old children, so that when they can get into our school systems, they will at least be on an equal par with the youngsters from better families.

One of the most important problems that will be encountered if we should transfer this program to the Office of Education is some of the legal difficulty that now confronts our local school systems in directing their attention to the area of preschool education. Most of our school systems have a responsibility for the education of youngsters from the 1st grade, perhaps, to the 12th grade. To ask them now to direct their attention with special funds in the preschool area I think would be an unnecessary burden.

Furthermore, if we will recall the argument given by the minority, which has been accepted by our side, that we need to stimulate the interests of the poor themselves in formulating programs which will help their children, by directing that the program be administered by

the Office of Education, we will take the program away from the poor, away from their participation.

Headstart, as we have conceived it, continues to be a community action activity, for the poor themselves to see and to understand the need of special attention for these youngsters at the early preschool age.

If we turn these programs over to our school boards, where will be the participation of the poor? They certainly are not represented truly on the 26,000 school boards across the country. We will be taking away from the poor one of the great activities which we have seen develop under this Economic Opportunity Act, in which they have been direct participants.

I, therefore, ask you to vote down this amendment, and thereby keep this Headstart program in the Office of Economic Opportunity; a program which they started, to which they have given great leadership, and continue to encourage the participation of the poor in programs of self-help for themselves and for their own children.

I yield back the balance of my time.

Mr. Chairman, I am hopeful that this body will preserve the integrity of the Headstart program and keep it in the poverty program where it belongs. There are few communities in the Nation where the impact of Headstart has not been felt. The devastating effects on children of an environment of poverty are beginning to be reversed. More than a million children are better nourished, in better health, and better equipped to enter school as a result of this pioneering program.

But the rapid and sweeping success of Project Headstart must not keep us from addressing ourselves to the question of what needs to be done to increase substantially the reach and effectiveness of this program.

First, more of the program must be available to more children. Summer programs should become year-round programs, centers open only a few hours a day should be expanded so that full-day programs are available in all communities and the numbers of children reached must be greatly increased. We must create crash programs to meet the problems of the desperate shortage of adequate physical facilities and insufficient number of trained personnel for Headstart projects. Both of these problems loom considerably larger as the program moves increasingly to year-round projects, when we can no longer depend on the personnel and facilities left free by school holidays.

Second, the Headstart program must be made available to younger children in addition to the 4- and 5-year-olds who are now eligible. It is because increasingly clear that many of the problems of deprivation which create candidates for the Job Corps during adolescent years have their origins very early in life. We must move to utilize the techniques we have successfully developed to supplement the care and nurture of the family through well-designed arrangements like those of Project Headstart, to children

at an earlier age—as soon as they can benefit from stimulation and support from outside the home, and before the damage from deprived homes and slum neighborhoods becomes so severe that it is irreparable.

It is becoming clearer that the damage from environmental deprivation and poverty is beginning to take serious toll and is making permanent inroads upon the child's personality and development—during the child's first years of life.

Third, we must face the question of what changes are needed in our schools if the advances achieved by Headstart are not going to be lost when the Headstart youngsters become part of the school system.

Headstart has pioneered in a large scale demonstration of the dramatic and profound impact on disadvantaged youngsters of a program which makes possible small classes, a comprehensive spectrum of services, including not only educational, but also health and social service provisions, and parent outreach and participation, training and employment of persons from the neighborhoods served, in new kinds of nonprofessional roles which can be steps up the career ladder to fully qualified teacher status.

The implications of this experience for our school systems cannot continue to be sidestepped or ignored.

This Congress should continue to give the OEO's Project Headstart the utmost in encouragement and support. But we must not stand by and see a demonstrably effective medicine being prescribed in grossly inadequate dosages.

We hope that we may soon see substantial progress in the expansion of the program to more children, for longer hours of the day, for more months of the year, to much younger children, to include greater parent involvement and to where we can see a substantial impact of the basic principles of Headstart on the Nation's public school system.

We must realize these goals if we are to honor our commitment to reverse the grave damage that poverty has wrought among millions of American children, and if we are to establish the real relationship of the Headstart program and the Job Corps. If we do the whole job during the Headstart years, we will eliminate the flow of high school dropouts out of the school system—and into Job Corps centers—or worse.

Mr. BELL. Mr. Chairman, I move to strike the requisite number of words, and rise in support of the amendment of the gentleman from Minnesota.

Under the OEO, the program is not really reaching its potential. Of the 3 million children in need of help, only 743,000 are reportedly being reached. I do not believe this is enough.

Presently, communities must deal both with the Office of Education for preschool funds that are available and, under the Elementary and Secondary Education Act, with the OEO for Headstart funds under the Poverty Act. It is another duplication. In a manner of speaking, it is somewhat similar to the program of the adult education.

Indications are that the guidelines requirements are different under each program. This compounds the confusion. I do not believe it is necessary.

As an educational program, Headstart belongs in the Office of Education, with the ongoing preschool programs located there now. We would then have one agency in Washington administering the entire preschool program. The funding would be from the Office of Education through the State educational agencies, and turned over to the local community educational boards.

Mr. Chairman, I believe the amendment is a good one and should be supported.

Mr. GOODELL. Mr. Chairman, I move to strike the last word.

Mr. Chairman, in a simple statement, I believe the gentleman's amendment now answers all the various criticisms that were made earlier. It allocates from the funds that the majority would allocate to Headstart. It leaves the bill exactly as it is, as far as Headstart is concerned. All it does is that it poses the simple issue: Shall we go on with this very mixed-up administration, with two different agencies in Washington giving funds for Headstart with nobody knowing how much money shall go to localities from each agency, or shall we pinpoint right now the money from this bill to be administered by the Office of Education in connection with its programs under title I of the Elementary and Secondary Education Act? We will then have united the administration and can give to Headstart the kind of administration that will eliminate confusion at the local level.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Minnesota [Mr. QUIE].

The question was taken; and on a division (demanded by Mr. QUIE), there were—ayes 26, noes 45.

So the amendment was rejected.

Mr. PERKINS. Mr. Chairman, I move to strike the last word.

(By unanimous consent, Mr. PERKINS was allowed to proceed for 3 additional minutes.)

Mr. PERKINS. Mr. Chairman, I happen to represent a district that has benefited tremendously from the enactment of the Economic Opportunity Act. Unemployment has persisted too long and at much too high a rate in eastern Kentucky, perhaps higher and longer than any other congressional district. The Job Corps, the work experience and training program are reaching for the first time families and individuals with training, work income, real hope, and substantial assurance of future employment. Other programs have not reached them. This act does reach them.

The Job Corps has worked out well in the district that I represent. I have one Job Corps located near Frenchburg, Ky. The Neighborhood Youth Corps is enabling youngsters in many areas of eastern Kentucky to return to and stay in educational programs. I believe this body certainly should give a great deal of consideration before turning its back on the youngsters who have been taken

off the street, and have been given useful training and work experience, and have been kept in school by such programs as the Neighborhood Youth Corps and the Job Corps.

Likewise, the district I am privileged to represent has benefited from the work study program.

As to community action programs, there has been a lot of controversy, but I daresay there is not a congressional district in the United States which has not received worthwhile benefits from community action programs.

In the Seventh Congressional District of Kentucky remedial health and preventive sickness programs have had real meaning and effect. The list of programs which are producing telling results in eastern Kentucky as a result of this act are impressive.

I certainly want to take this opportunity to compliment the ad hoc subcommittee which has worked so diligently and faithfully in bringing H.R. 15111 to the floor of the House. I feel that this bill makes improvements in the legislation and will permit progress to be made in extending economic opportunities to millions of American citizens.

By and large, this legislation is working well in the country, and the amendments will be helpful.

My distinguished colleague, the gentleman from Florida [Mr. GIBBONS] who has put in many long and faithful hours in helping to fashion these amendments, is due the admiration and praise of this body and the American people for the work that I hope will be completed this afternoon by the overwhelming passage of this bill.

I do have some reservations about title V. I helped to work out title V in 1964 when we enacted the original legislation. It was a very simple title. It utilized experience gained from demonstrations under section 1115 of the Social Security Act and authorized work experience and training programs for jobless parents and other needy persons that would otherwise be on relief or charity without any hope of employment.

One of the reservations I have about the amendments to title V is the denial of training and work to an enrollee beyond 24 months. I am hopeful that if not here, this restriction will be removed in conference. I believe the 2-year restriction is totally unreasonable and unrealistic. Many of the hard-core unemployed we are trying to reach in this title have had little or no formal education. Can we expect to bridge the chasm of years of unemployment and undereducation in less than 2 years? For many, a transfer from the program to private employment can be accomplished in 2 years or less and is in fact now being done in the case of many. But for many others, this 24-month restriction will have the effect of pushing them back onto relief. It makes far more sense to me to turn relief funds into payment for constructive work performed on needed community projects and retain such persons in the training program where they can acquire the skills and education needed for them to find places in private

employment even if such period requires several years.

This program is extremely important to marginal farm families. Under this program today approximately 40 percent of the funds that have been expended under title V have been expended in the rural areas of the country. I am pleased that funds for title V were increased at my suggestion from \$25 million to \$115 million by the full committee.

In conclusion, Mr. Chairman, my point is that we are going to destroy useful work experience and training for thousands of needy people if the 24-month provision prevails in the final version of this bill. It is my feeling we should not push these people, who are mostly relief recipients, back on relief simply because we have not finished the retraining job in 24 months.

AMENDMENT OFFERED BY MR. WIDNALL

Mr. WIDNALL. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. WIDNALL: on page 14, in line 10, insert a quotation mark after the period, and strike out lines 11 through 23.

(Mr. WIDNALL asked and was given permission to revise and extend his remarks.)

Mr. WIDNALL. Mr. Chairman, this amendment would delete the authorization to the Director of OEO to formulate a program of small loans to low-income families to meet immediate and urgent family needs. The only tool suggested in this provision for administering these loans is the Federal credit union, which is to be used to the greatest extent possible. Nothing in relation to the administration of this program is adequately spelled out, either in the language of the bill or in the report. It is apparent that a possible good idea has been tacked onto this bill without any great thought as to how it would work, whether it would work, or what affect it might have on existing institutions that already serve the poor and those of moderate income, such as Federal credit unions.

I am reluctant to take a position which may be misunderstood as being in opposition to the goal this one paragraph loan program proposal has in mind, particularly since I understand its genesis was in large part due to difficulties experienced during last year's New York subway strike. At the time of the strike, I pointed to the inadequacy of the only program the Federal Government seemed willing or able to use, the small business loan program. And I wondered at the fact that although in at least one instance churches in the Harlem section of the city banded together to rent transportation for stranded, low-income workers, the poverty people never moved in to assist in such an obviously valuable undertaking.

Nevertheless, I ask you today to consider the question of whether this hastily added and generalized provision does not deserve more care and inspection before enactment into law. And I ask you to consider the fact that you and I also have an obligation to see that existing institutions serving low-income and mod-

erate-income citizens such as the Federal credit union system are properly protected too.

The provision as it now stands puts a limit on the amount of the loan, \$300, and the amount of interest—2 percent per annum—and then says that the loan "shall be made on such other terms and conditions as the Director may prescribe."

The laws governing Federal credit unions, which pass through the committee upon which I am ranking minority member, Banking and Currency, direct that loans from Federal credit unions can be for maturities not exceeding 5 years. There is no \$300 limitation amount. Interest is restricted to no more than 1 percent per month on unpaid balances. Those eligible for loans are the members of the Federal credit union. The Federal credit union system is placed under the general supervision of the Director of the Bureau of Federal Credit Unions in HEW.

There is nothing in the language of the provision before us that amends the Federal credit union laws. Nor is there anything that suggests how these laws will square with the requirements of the new loan provisions, as the OEO Director sees them. Are we indirectly amending these laws? What effect will this have on the ability of Federal credit unions to pay their regular low-income and moderate-income members a decent dividend? Will the local credit union committee on loans still pass on each loan? How do the credit unions get this money to lend out? How will the borrowers qualify and pay for membership? Who is really in charge, the Director of the Bureau of Federal Credit Unions, or the Director of OEO? For that matter, will the restrictions on the Federal credit unions now in the law, if they are not amended, inhibit the usefulness of this provision in the poverty bill? We simply do not know any of the answers to these questions; at least they are not apparent in any phase of the legislative history of this provision.

The program suggested by this provision could be useful, if properly considered and integrated into existing programs. It will not accomplish its purpose in its present form. We do not have the time, in 5 minutes of debate on an amendment, on the floor today, to perfect the language. The poverty program has been criticized in the past for delay, confusion, overlapping of functions, and lack of clarity of purpose and direction in the language used by Congress. Many of the amendments already considered and accepted to this bill have sought to correct past difficulties. It makes no sense to turn around and legislate in another problem program. I urge therefore that this section be deleted, and that a program of this sort be fully considered and worked out in conjunction with the knowledgeable committee in the area of Federal credit unions. If this is done, I pledge my own personal support to such an approach.

Mr. FARBERSTEIN. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, I could understand the feeling of the gentleman who just spoke

if this was a subject dealing with credit union, banks and loans of a very substantial nature. However, this is merely a situation to assist families in emergency situations. This has nothing to do with credit unions. In order to become a member of a credit union, you have to make deposits, you have to build up your credit. Then you can borrow money. There is no such intention as that in this situation.

I say to the gentleman, there is no point in making a murder case out of this. This is solely to assist poor families who, as a result of an emergency situation, find themselves penniless. They find themselves in a situation where they have no money to pay for food for their families. They have no money to pay the rent for their families as a result of conditions beyond their control.

For example, if a man loses his job, until he can collect his unemployment insurance he may have no resources or no source to which he can go to borrow a small sum of money.

Remember this only applies to individuals who find themselves and their families in an emergency situation. These people have no bank credit. These people have no resources. They have no place to which they can go to borrow money. The only thing they can do is to go to the relief agency and say, "Please give me money to buy food for my family and so that I can have money for rent so I may have a place where my family can sleep."

This is to help these poor individuals.

We are only asking for the right to make loans of \$75 a week for 4 weeks.

In the subway strike in New York which lasted for an appreciable period of time, there were families whose breadwinners could not get to work. Because they were unable to get to work, they were unable to earn any money.

I do not see any point in making a big thing out of this. I do not see any point in raising questions as to whether or not this will violate any banking laws or credit union laws.

This is for poverty-stricken people. This is to help families who are in dire necessity. This is not for those people who are able to afford to join credit unions so that they can make loans from the credit unions.

The head of this program will establish rules and regulations so that this money will be repaid. The terms will be fixed by the man in charge of the program. The terms of the loans will be fixed by him.

The determination will have to be made that the borrower is a family man who is temporarily financially embarrassed before a loan may be made under this section, it is for the purpose of keeping him from going on relief or going around desperately seeking some funds with which to support his family for a short period of time.

Mr. WIDNALL. Mr. Chairman, I understand clearly the purpose and the goal that the gentleman intends by this but I would like the gentleman to explain to me and to the House why it says, "in carrying out this subsection the di-

rector shall make maximum, feasible use of Federal credit unions." If the Federal credit unions have nothing to do with this and their rules and regulations do not apply, why do you even mention them in the legislation?

Mr. FARBSTEIN. I may say to the gentleman that if the credit union laws apply, well and good. But the situations I have reference to—and we are making legislative history by this debate—basically have nothing to do with credit unions. Why the language was put in, I am at a loss to say at this moment. But the legislative history that I seek to make is that these loans shall be made to families who find themselves in emergency situations and where they are unable to buy food, clothing or to pay their rent. I say in these situations we at least have the possibility of getting the money repaid when the borrower can return to his job.

When you force families on relief, you put them on charity. This is to keep these people from being compelled to go on charity, to enable these families to keep their standing in the community.

Mr. WIDNALL. Will the gentleman agree to delete these two lines, "in connection with this subsection, the Director shall make the maximum, feasible use of Federal credit unions"?

Mr. FARBSTEIN. Yes, I would, and am satisfied this makes legislative history on the provision.

The CHAIRMAN. The time of the gentleman has expired.

Mr. QUIE. Mr. Chairman, I move to strike the last word.

The CHAIRMAN. The gentleman from Minnesota is recognized for 5 minutes.

Mr. QUIE. Mr. Chairman, I yield to the gentleman from New Jersey.

Mr. WIDNALL. Mr. Chairman, in view of the agreement by the gentleman from New York, if that is acceptable to his side of the aisle, I would ask permission to withdraw the amendment pending on the Clerk's desk, and to amend the section on page 14 by the deletion of line 19 and line 20 down to the word "unions." In other words, strike out from (c) the words: "In carrying out this subsection, the Director shall make maximum feasible use of Federal credit unions."

Mr. GIBBONS. The gentleman moves to strike out that language?

Mr. WIDNALL. Yes.

Mr. FARBSTEIN. That is perfectly all right with me.

Mr. GIBBONS. It is all right with me.

Mr. QUIE. It is acceptable to our side.

The CHAIRMAN. Is there objection to the request of the gentleman from New Jersey [Mr. WIDNALL]?

The Chair hears none.

There was no objection.

The Clerk read as follows:

Amendment offered by Mr. WIDNALL—

Mr. WIDNALL. Mr. Chairman, I offer an amendment, to modify my amendment.

The modified amendment of Mr. WIDNALL is as follows: On page 14 strike out line 19 down through the word "unions" on line 20.

Mr. GIBBONS. Mr. Chairman, we accept the amendment.

Mr. FARBSTEIN. Mr. Chairman, a parliamentary inquiry.

The CHAIRMAN. The gentleman will state it.

Mr. FARBSTEIN. What are we voting on? If I understand this correctly, the amendment is withdrawn upon condition that the proponents agree to the deletion of that portion of the language that makes reference to credit unions. Is that correct?

Mr. WIDNALL. That is correct. With that agreement, I have moved to strike out the two lines that were read by the Clerk.

Mr. GIBBONS. Mr. Chairman, I ask unanimous consent that the Clerk restate the amendment.

The CHAIRMAN. Without objection, the Clerk will restate the amendment.

There was no objection.

The Clerk read as follows:

Amendment offered by Mr. WIDNALL: On page 14, line 19, strike out line 19 and 20 through the word "unions."

The CHAIRMAN. The question is on the amendment offered by the gentleman from New Jersey.

The amendment was agreed to.

AMENDMENT OFFERED BY MR. BUCHANAN

Mr. BUCHANAN. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. BUCHANAN: On page 9, after line 13, insert the following: "COMMUNITY ACTION—PROHIBITION ON USE OF RELIGIOUS INSTITUTIONS

"SEC. 204(a) The first sentence of section 205(a) of the Economic Opportunity Act of 1964 is amended by inserting before the period at the end thereof the following: ', except that the Director shall make no grant to, and shall not contract with any establishment of religion, church or other religious body'.

"(b) The amendment made by subsection (a) shall not apply with respect to programs approved prior to the enactment of this Act, except that no payments with respect to such a program shall be made after the end of the current contract, or the end of the current fiscal year, whichever is sooner, or for any new contract."

And renumber the sections which follow accordingly.

Mr. BUCHANAN. Mr. Chairman, on December 9, 1965, Sargent Shriver, Director of the Office of Economic Opportunity, in a speech to the national convention of the AFL-CIO in San Francisco, said:

Three or four years ago it was practically impossible for a Federal agency to give direct grants to a religious group. Today we have given hundreds without violating the principle of separation of church and state.

In testimony before the Subcommittee on Constitutional Rights of the Committee on the Judiciary, Mr. Donald M. Baker, who is General Counsel of the Office of Economic Opportunity, said:

Approximately 6 percent of the component programs are run by a church or a church-related institution.

In a 1-hour television special, presented by CBS on Sunday, March 27, 1966, entitled, "The Church and Pov-

erty," Commentator Stuart Novins reported that 10 percent of all poverty program projects are now in the hands of church or church-related groups.

There is little question, therefore, that this is a present practice of the Office of Economic Opportunity.

Concern has, however, been expressed over this policy by various publications, by religious leaders, and indeed concern ought to be expressed because of recent decisions of the courts, casting grave doubt upon its constitutionality.

Mr. THOMPSON of New Jersey. Mr. Chairman, will the gentleman yield for a brief question?

Mr. BUCHANAN. I will yield to the gentleman from New Jersey for a brief question; yes.

Mr. THOMPSON of New Jersey. Mr. Chairman, I am at a bit of a loss to understand the second paragraph of the amendment offered by the gentleman from Alabama.

I gather the gentleman fears the constitutionality of any grants to religious institutions. Is that correct?

Mr. BUCHANAN. Precisely; yes, sir.

Mr. THOMPSON of New Jersey. Yet, in the second paragraph, the gentleman says the amendment shall not apply with respect to programs approved prior to the enactment of the act. Are some constitutional and others not?

Mr. BUCHANAN. No, not at all. The amendment will not apply until the current contract expires, or the end of the fiscal year, in order that there may be time for an orderly transfer of these responsibilities without destroying the effectiveness of the program itself. This is all I mean.

I will not yield further, because my time will be lost.

In 1948, Justice Frankfurter said in *McCullum* against the Board of Education:

Separation means separation, not something else. Jefferson's metaphor in describing the relation between church and state speaks of a "wall of separation" not a fine line easily overstepped.

In 1963, we had the ruling of the Supreme Court in the *Abington School District* case. Justice Douglas said, in *I* believe the clearest decision on this question:

The most effective way to establish any institution is to finance it, and this truth is reflected in the appeals by church groups for public funds to finance their religious schools. Financing a church either in its strictly religious activities or in its other activities is equally unconstitutional, as I understand the establishment clause. Budgets for one activity may be technically separable from budgets for others. But the institution is an inseparable whole, a living organism, which is strengthened in any department by contributions from other than its own members.

Such contributions may not be made by the State even in a minor degree without violating the establishment clause. It is not the amount of public funds expended, . . . it is the use to which public funds are put that is controlling. For the first amendment does not say that some forms of establishment are allowed, it says that "no law representing an establishment of religion" shall be made. What may not be done directly may not be done indirectly

lest the establishment clause become a mockery.

Mr. Chairman, I believe the Christian church, as it has for 2,000 years, ought to be in the business of conducting a war on poverty, but we are mistaken if we feel every program has to be a Government program, or has to be a federally financed or federally directed or federally connected program.

I must protest that the Christian church can stand on its own feet, with its own people, who through their own voluntary giving can carry on their own programs in the field of charity.

I must protest the connection between church and state in this 10 percent of the poverty programs that, according to the recent testimony, are church-connected, that this is an unwise and improper and indeed, I believe, unconstitutional connection.

Let the Government continue its work in this field. This is a sign of the influence of the Judeo-Christian tradition upon our whole society, that government cares about people. But let the church, separately and under its own volition, with its own people, continue its voluntary work, so that we not lose our religious freedom by breaking down the wall of separation between the two, and that we not violate the Constitution in order to achieve what may well be a worthy purpose.

Stanley Lowell, writing of religious liberty, said—and I agree with him:

The religious establishment will be no more palatable in its welfare garb than in the garb of inquisition. The reason: We have known something better. We have had it and enjoyed it for a century and a half. It must be preserved for generations as yet unborn as the finest portion of our heritage.

Mr. THOMPSON of New Jersey. Mr. Chairman, I rise in opposition to the amendment.

I will not use 5 minutes, for it is not necessary. It is not necessary because of the fact that the gentleman, however good are his intentions, has obviously failed to write his own amendment in such a way as to carry out those intentions as I understand them. What he really would say, in effect, is that some unconstitutional activity is taking place now, but let us phase it out and have a transitional process between constitutionality and unconstitutionality. Either there are unconstitutional actions being condoned, as they would be by him until the contracts expire, or there are not. The place for a question like that is perfectly clear. It is in the courts.

The amendment is defective on its face and without merit. In my judgment it should be defeated.

Mr. MACGREGOR. Mr. Chairman, I move to strike the requisite number of words.

I rise in support of the Buchanan amendment. I believe it is sound. The argument of the gentleman from New Jersey [Mr. THOMPSON] overlooks the classic regard we have in America for the sanctity of contracts.

Mr. BUCHANAN. Mr. Chairman, will the gentleman yield?

Mr. MACGREGOR. I am pleased to yield to the gentleman from Alabama.

Mr. BUCHANAN. I would merely say that this amendment sought to provide for an orderly transfer of these responsibilities, cutting off all such programs by the end of this fiscal year, or when current contracts expire, if such expiration occurs before the end of this fiscal year. If the gentleman would like to amend the amendment and cut them off, as of this moment, I would certainly accept that amendment.

I say further, I agree with the gentleman that the courts indeed in time will rule on this subject and will rule against such grants, but I feel Congress ought not pursue and continue policies where there is such grave doubt as to their constitutionality.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Alabama [Mr. BUCHANAN].

The amendment was rejected.

Mr. GOODELL. Mr. Chairman, I move to strike the last word.

Mr. Chairman, we are nearing the end of the debate. There will not be a great many more amendments offered.

Let me say at the outset that in committee and in the House what changes have been made in this legislation have been peripheral. If any Members believe they can go back home and say to their people, "We have redirected this program, we have corrected what is wrong with it," they are wrong. I would advise them not to say that, because they will find as a result of some of the changes that have been made, but more importantly of the changes that have not been made, that this program is going to get worse and more controversial. There is going to be more waste. There is going to be more diversion of funds from the poor. There is going to be more cynicism and more hopelessness on the part of the poor. There is going to be more frustration among the taxpayers.

Those who vote for this legislation, who have been here supporting the legislation and listening to the debate, are very much in the position of the man asked by the waitress how he liked his soup. He said, "To tell you the truth, I am kind of sorry I stirred it."

In this debate we have pointed out some of the things that are wrong with this legislation. Unfortunately, the investigations that have been carried on by the committee did not. We had legislative hearings and legislative investigations that were a travesty on the legislative process, a tragedy for the poor and a tragedy for the taxpayers.

With reference to the bill that comes before us, it is comparable to the situation of the man who went to the doctor and who was told what was wrong with him and what he ought to do.

He said, "Are you all fixed up?" And he answered, "No. The doctor prescribed what I should do, but it was too expensive, so, for a small fee, he just touched up my X-rays."

Now, that is what we are doing in this bill. We have just touched up the X-rays a little bit and put in a few amendments keyed to the emotions of the people and saying, "Look, we did a little something about this." But we have not gone to the real problem in this poverty legisla-

tion. What you are ready to enact today is going to be a disappointment to the taxpayers and it is going to be a disappointment to the poor. The irony of it is that some of the poor came down here lobbying for a bill that came out of this committee which, if they had understood the bill, they would be against it. When I had a chance to talk with some of them about it, they were against the committee bill and for the Republican opportunity crusade. Talk to your community action directors back home. They are against the earmarking of funds in this committee bill, and the poor are against the earmarking of funds for community action. They do not want the legislation that way.

In the general debate the gentleman from Minnesota [Mr. QUIE] and I presented once again our poverty memos. They now number 40. We said not one of the major discrepancies alleged in this poverty program in our poverty memos has been contradicted. We had the chairman of the committee [Mr. POWELL] stand up 2 days ago and wave around a packet of cards and say, "Here—here is the refutation of every one of the poverty memos." We said, "Will you please put them into the RECORD?" You look at the RECORD. There is not a single thing in there refuting these allegations. The cards did not go in. This is typical of the way that they are trying to resist legitimate complaints documented about this program. They do not want to hear the criticisms. They say that it is all cleared up and that we are just rehashing old things that were wrong.

We have not changed the direction of this program significantly at all in the committee this year or in the Committee of the Whole House. I say to you, all of you, that you will have an opportunity perhaps to vote on a recommittal motion. You had an opportunity to vote on a substitute that would have corrected most of these things. You have had the opportunity to vote on amendment after amendment that would do something meaningful for this bill. You have turned them down—all of them except one that would have any significant impact. I say that this legislation, if it passes in its present form, on balance, is going to hold out again the high promise and the low performance that we have seen in poverty legislation in past years. It is not a question of whether we war on poverty. It is not a question of whether or not we are trying to eliminate poverty. There is not a single person on this House floor who does not want to eliminate poverty. But this is not the way to do it in this legislation.

Mr. Chairman, I hope that you will vote the legislation down and mandate our committee to do the job we should have done long ago.

MOTION OFFERED BY MR. FINO

Mr. FINO. Mr. Chairman, I offer a preferential motion.

The Clerk read as follows:

Mr. FINO moves that the Committee do now rise and report the bill to the House with the recommendation that the enacting clause be stricken out.

Mr. AYRES. Mr. Chairman, I ask unanimous consent that the gentleman, in view of the interest in this, be given 5 additional minutes.

The CHAIRMAN. On a preferential motion, for which the proponent has 5 minutes and for which one opponent has 5 minutes, at which time the motion is put to the Committee, it is not in order.

The gentleman from New York [Mr. FINO] is recognized for 5 minutes.

Mr. FINO. Mr. Chairman, I rise and offer this preferential motion to return this bill to committee where it can be redrawn in a spirit of cool reason and calculated intent.

I do not think multibillion-dollar legislation should be drawn on the floor. But I want to go further. I want to draw into controversy the entire essence of the poverty program.

What is poverty, gentlemen? What is it? Is it lack of dollars? I doubt it. The people that carved this Nation out of a wilderness were poor in dollars, but rich in a sense of being. Rich with a sense of being part of a great nation. Rich with the pride in making something of themselves. Rich with the sense of self-help and hard-won success. No, gentlemen, poverty is not a lack of dollars, and dollars will not cure it.

I can tell you this from my own experience. I was born in what present-day sociologists would call a ghetto, because it was a very Italian neighborhood. I am proud to still represent that neighborhood today.

My parents were immigrants. They came to the United States with nothing in their pockets but hope in their hearts. All they looked for was work—any kind of work. They found it, and they worked hard to raise a family.

They never thought to use the word "deprived." It was not in their dictionary. Without two nickels to rub together on many a day, they were never deprived. How could they be? They had faith and hope in America. They knew that this great country rewarded those of her sons and daughters who helped themselves. And so it did.

My parents—like so many of your parents—followed a great trail to the fullness of American life. One hundred years ago, some of your ancestors followed the Oregon Trail or the Santa Fe Trail. My parents trod the tenement trail, from the Lower East Side north to Little Italy in the Bronx, where I was born.

My family never sought alms from the Government. My father worked on the subways, and we knew what it was like to be poor in the sense that we had no dollars, but we were not poor in the sense that we had lost our faith in America.

Thirteen years ago, when I was sworn in as a Congressman, it was the proudest day in my parents' life. America had not let them down.

I remember the days of my childhood. I have fought hard for opportunity, but I will not fight for undue privileges. The spirit of the "tenement trail," no less than the spirit of the western frontier, has made America great. I will not betray it. I will not give it a dollar label and call it the "war against poverty."

I will not betray my heritage of looking to America's principles for inspiration. I will not sit quietly while this legislative monstrosity is passed to contradict every principle of self-help that made our Nation great.

My parents saw the Statue of Liberty and thus gained the faith for their American tomorrow. I suggest that we have a new Statue of Liberty in the civil rights acts that has been passed, and beyond that, we must be careful lest self-help—which has made America great—be sacrificed at the altar of political opportunism.

The motion that I have offered does not kill the poverty bill, but it does give the Education and Labor Committee power to report back a clean bill to the House and perhaps even be granted a rule that will make only one substitute in order next week.

Before we vote on final passage, the charges which has been made against Mr. Shriver should be answered. He should have an opportunity to answer these charges, and if they be true, he should resign.

But more than that, we should weigh carefully what we do. We have the tradition of America—the spirit of a nation that has hauled itself up by its own bootstraps—in our hands. There is a limit as to how far we can bend that spirit. There is a limit to the dollar label that can be put on it and to the dollar help that can eradicate it.

In fairness to the poor, do not kick the American dream into the gutter. If it is thrown aside, a part of America is thrown aside, and another part of America betrayed—our immigrant past. The body does not live by bread alone. And neither does the body politic of this Nation.

So I urge you to vote favorably on my motion in order that the bill may be sent back to committee to be redrawn carefully and consistently with the principles of our past, rather than thrown together piecemeal on the floor of the House as a grand gesture of political opportunism.

I hope that the war against poverty can be turned into a war against poverty of the spirit. This is more than necessary—it is imperative. Our fathers and forefathers never rioted aimlessly in the streets screaming for burning.

This anarchy is a fire we must not feed with carelessly designed legislation that fuels passions with wild talk of deprivation and then offers only political dollars as a cure.

Let your head and your heart vote as one. Send this bill back, so that it may be redrawn to serve all America in the spirit that has made our Nation great.

Mr. GIBBONS. Mr. Chairman, I rise in opposition to the preferential motion and to claim the 5 minutes allocated thereunder for our side.

(Mr. GIBBONS asked and was given permission to revise and extend his remarks.)

Mr. GIBBONS. Mr. Chairman, I had not prepared for this offering of the preferential motion. I had thought that we had been working constructively here today, giving and taking, with Members

of the minority on the other side of the aisle.

We have been doing it for 2 days under the 5-minute rule. We continued it through 2 days of general debate and 11 quorum calls trying to get some suggestions as far as this program is concerned. I personally have put in thousands of hours on this program. I can only speak for myself. But I think the members of the subcommittee have done the same thing. Frankly, none of us are geniuses enough to solve all the problems that are bundled together in the program and in the problems that we face.

But yesterday as I was sitting at this desk, the gentleman from Texas [Mr. CABELL], the former mayor of Dallas, gave me an advertisement out of the Dallas newspaper. I think it is most appropriate that I talk about this ad at this particular time because the title of this ad is "Big Joke." That is what this amendment is—the big joke.

The "Big Joke" ad that came out in the Dallas newspaper shows a young fellow driving his Mustang car and he has a real smart bumper sticker on the back which says: "I fight poverty—I work." This is an ad that was put in the newspaper by the businessmen of Dallas, Tex., which says in the copy down here:

Harry put the bumper sticker on his car because he believes poor people should work for a living instead of taking Federal handouts.

Harry doesn't know it, but the people who run the war on poverty in Dallas County agree. These are the 150 non-salaried directors of Dallas County Community Action Committee, a local, nonprofit corporation.

They feel so strongly about this that they have set up many programs designed to provide the poor with the education and training they need to support themselves.

They want to help get the poor off welfare rolls and on payrolls.

These are not my words. These are the words of the businessmen of Dallas, Tex.

Harry calls the war on poverty a "worthless giveaway program."

Those are the same words we just heard over here. That is because he does not know what is going on in Dallas. The ad goes on:

That's because he doesn't know that DCCAC has no money, food or clothing to give away.

All it gives to the poor are "the tools they need to help themselves," to get out of poverty and get the education and the motivation to get the job done. The ad goes on to say:

Poverty is expensive when you treat it halfway with handouts. Four out of five children brought up on welfare raise their own families on welfare. And taxpayers, including you, Harry, must support them. Laugh that off.

This ad was not paid for by any dewy eyed idealist. This ad was paid for by 150 businessmen in Dallas, Tex., who know what the war on poverty is all about, and they did not come here on the last day after 4 days of debate and make an unserious motion to send this bill back to the committee with its enactment clause stricken.

Mr. Chairman, I yield back the balance of my time.

The CHAIRMAN. The question is on the preferential motion offered by the gentleman from New York [Mr. FINO].

The question was taken.

Mr. FINO. Mr. Chairman, I demand tellers.

Tellers were ordered, and the Chairman appointed Mr. GIBBONS and Mr. FINO as tellers.

The Committee again divided, and the tellers reported that there were—ayes 128, noes 118.

So the preferential motion was agreed to.

Accordingly, the Committee rose; and the Speaker, having resumed the chair, Mr. Brooks, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the bill (H.R. 15111) to provide for continued progress in the Nation's war on poverty, had directed him to report the bill back to the House with the recommendation that the enacting clause be stricken out.

The SPEAKER. The question is, Shall the enacting clause be stricken out?

The question was taken, and the Speaker announced that the noes appeared to have it.

Mr. GERALD R. FORD. Mr. Speaker, on that I demand the yeas and nays.

The yeas and nays were ordered. The question was taken; and there were—yeas 156, nays 208, answered "present" 1, not voting 67, as follows:

[Roll No. 317]

YEAS—156

Abbutt	Downing	Michel
Abernethy	Duncan, Tenn.	Mills
Adair	Edwards, Ala.	Mize
Anderson, Ill.	Ellsworth	Morton
Andrews, Glenn	Erlenborn	Mosher
Andrews, N. Dak.	Everett	Nelsen
Arends	Findley	O'Neal, Ga.
Ashbrook	Fino	Passman
Ashmore	Flynt	Pelly
Ayres	Ford, Gerald R.	Poff
Baring	Fountain	Quie
Bates	Frelinghuysen	Quillen
Battin	Fuqua	Randall
Belcher	Gathings	Reid, Ill.
Bell	Gettys	Reifel
Bennett	Goodell	Reinecke
Berry	Gross	Rhodes, Ariz.
Betts	Grover	Rivers, S.C.
Bray	Gurney	Rogers, Fla.
Brock	Haley	Roudebush
Broomfield	Hall	Rumsfeld
Brown, Clarence J., Jr.	Halleck	Satterfield
Broyhill, N.C.	Hansen, Idaho	Schneebell
Broyhill, Va.	Hardy	Schweiker
Buchanan	Harsha	Shriver
Burleson	Harvey, Mich.	Sikes
Burton, Utah	Henderson	Skubitz
Byrnes, Wis.	Herlong	Smith, Calif.
Callaway	Hosmer	Smith, N.Y.
Cederberg	Hull	Smith, Va.
Chamberlain	Hungate	Springer
Clancy	Hutchinson	Stanton
Clausen, Don H.	Ichord	Talcott
Clawson, Del.	Jarman	Taylor
Cleveland	Johnson, Pa.	Teague, Calif.
Collier	Jonas	Teague, Tex.
Colmer	Jones, N.C.	Thomson, Wis.
Conable	Kornegay	Tuck
Cooley	Kunkel	Waggonner
Cramer	Laird	Walker, Miss.
Cunningham	Langen	Watkins
Curtin	Latta	Watson
Curtis	Lennon	Watts
Dague	Lipscomb	Whalley
Davis, Ga.	Long, La.	Whitener
Davis, Wis.	McCulloch	Whitten
Devine	McEwen	Widnall
Dole	McMillan	Williams
Dorn	MacGregor	Wilson, Bob
Dowdy	Mailliard	Wyatt
	Marsh	Wylder
	Martin, Nebr.	Younger
	Mathias	
	May	

NAYS—208

Addabbo	Hagen, Calif.	Patten
Anderson, Tenn.	Halpern	Pepper
Annunzio	Hamilton	Perkins
Ashley	Hanley	Philbin
Bandstra	Hanna	Pickle
Barrett	Hansen, Iowa	Pike
Beckworth	Hansen, Wash.	Powell
Bingham	Hathaway	Price
Blatnik	Hawkins	Pucinski
Boggs	Hays	Race
Boland	Hechler	Redlin
Bolling	Helstoski	Reid, N.Y.
Brademas	Hicks	Resnick
Brooks	Holifield	Reuss
Burke	Holland	Rhodes, Pa.
Burton, Calif.	Horton	Rivers, Alaska
Byrne, Pa.	Huot	Roberts
Cahill	Irwin	Rodino
Callan	Jacobs	Rogers, Colo.
Cameron	Jennings	Ronan
Carey	Joelson	Rooney, N.Y.
Casey	Johnson, Calif.	Rooney, Pa.
Celler	Jones, Ala.	Rosenthal
Chelf	Karsten	Rostenkowski
Clark	Karth	Roush
Clevenger	Kastenmeier	Roybal
Cohelan	Keith	Ryan
Conte	Kelly	St Germain
Conyers	Keogh	St. Onge
Corbett	King, Calif.	Saylor
Corman	King, Utah	Scheuer
Craley	Kirwan	Schisler
Culver	Krebs	Schmidhauser
Daniels	Kupferman	Secrest
Dawson	Leggett	Senner
de la Garza	Long, Md.	Shipley
Delaney	Love	Sickles
Dent	McCarthy	Sisk
Diggs	McDade	Slack
Dingell	McDowell	Smith, Iowa
Donohue	McFall	Stafford
Dulski	McGrath	Staggers
Duncan, Oreg.	McVicker	Stalbaum
Dwyer	Macdonald	Steed
Edmondson	Machen	Stratton
Edwards, Calif.	Mackay	Stubblefield
Evins, Tenn.	Mackie	Sullivan
Farbstein	Madden	Sweeney
Farnsley	Mahon	Tenzer
Farnum	Matsunaga	Thomas
Fascell	Matthews	Thompson, N.J.
Feighan	Meeds	Trimble
Fogarty	Miller	Tunney
Foley	Minish	Tupper
Ford, William D.	Mink	Ullman
Fraser	Moeller	Van Deerlin
Fulton, Pa.	Moore	Vanik
Fulton, Tenn.	Moorhead	Vigorito
Gallagher	Morgan	Vivian
Gialmo	Morris	Waldie
Gibbons	Multer	Weltner
Gilbert	Murphy, Ill.	White, Idaho
Gilligan	Murphy, N.Y.	White, Tex.
Gonzalez	Natcher	Willis
Grabowski	Nix	Wilson, Charles H.
Green, Oreg.	O'Brien	Wolf
Green, Pa.	O'Hara, Ill.	Yates
Grider	O'Hara, Minn.	Young
Griffiths	Olson	
	Ottinger	
	Patman	

ANSWERED "PRESENT"—1

Zablocki

NOT VOTING—67

Adams	Gray	O'Konski
Albert	Greigg	Olsen, Mont.
Andrews, George W.	Gubser	O'Neill, Mass.
Aspinall	Hagan, Ga.	Pirnie
Bolton	Harvey, Ind.	Poage
Bow	Hébert	Pool
Brown, Calif.	Howard	Purcell
Cabell	Johnson, Okla.	Rees
Carter	Jones, Mo.	Robison
Daddario	Kee	Rogers, Tex.
Denton	King, N.Y.	Roncalio
Derwinski	Kluczynski	Scott
Dickinson	Landrum	Selden
Dow	McClory	Stephens
Dyal	Martin, Ala.	Thompson, Tex.
Edwards, La.	Martin, Mass.	Todd
Evans, Colo.	Minshall	Toll
Fallon	Monagan	Tuten
Fisher	Morrison	Udall
Flood	Morse	Utt
Friedel	Moss	Walker, N. Mex.
Garmatz	Murray	Wright
	Nedzi	

So the motion was rejected.

The Clerk announced the following pairs:

On this vote:

Mr. Hébert for, with Mr. Albert against.
Mr. Pool for, with Mr. O'Neill of Massachusetts against.

Mr. Fisher for, with Mr. Kluczynski against.
Mr. Derwinski for, with Mr. Daddario against.

Mr. McClory for, with Mr. Nedzi against.
Mr. Scott for, with Mr. Garmatz against.
Mr. Selden for, with Mr. Fallon against.
Mr. Murray for, with Mr. Friedel against.
Mr. Hagan of Georgia for, with Mr. Aspinall against.

Mr. Cabell for, with Mr. Moss against.
Mr. George W. Andrews for, with Mr. Howard against.

Mrs. Bolton for, with Mr. Zablocki against.
Mr. Gubser for, with Mr. Monagan against.
Mr. Utt for, with Mr. Denton against.
Mr. Stephens for, with Mr. Olsen of Montana against.

Mr. Rogers of Texas for, with Mr. Gray against.

Mr. Minshall for, with Mr. Flood against.
Mr. Dickinson for, with Mr. Todd against.
Mr. Martin of Alabama for, with Mr. Udall against.

Mr. King of New York for, with Mr. Brown of California against.

Mr. Harvey of Indiana for, with Mr. Kee against.

Mr. Tuten for, with Mr. Dyal against.

Until further notice:

Mr. Adams with Mr. Bow.
Mr. Johnson of Oklahoma with Mr. Robison.

Mr. Walker of New Mexico with Mr. Morse.
Mr. Evans of Colorado with Mr. Martin of Massachusetts.

Mr. Edwards of Louisiana with Mr. Carter.
Mr. Gregg with Mr. Rees.
Mr. Purcell with Mr. Toll.
Mr. Wright with Mr. Roncalio.
Mr. Thompson of Texas with Mr. Landrum.
Mr. Dow with Mr. Morrison.

Mr. ZABLOCKI. Mr. Speaker, I have a live pair with the gentlewoman from Ohio [Mrs. BOLTON]. Had she been present she would have voted "yea." I voted "nay." I withdraw my vote and vote "present."

The result of the vote was announced as above recorded.

The SPEAKER. Under the rules of the House, the House will resolve itself into the Committee of the Whole House on the State of the Union for the further consideration of the bill H.R. 15111.

IN THE COMMITTEE OF THE WHOLE

Accordingly, the House resolved itself into the Committee of the Whole House on the State of the Union for the further consideration of the bill H.R. 15111, with Mr. Brooks in the chair.

AMENDMENT OFFERED BY MR. GOODELL

Mr. GOODELL. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. GOODELL: On page 11, beginning in line 18, strike out "FUNDING INDEPENDENT PROGRAMS;"

On page 11, line 22, strike out "subsections" and insert "subsection".

On page 11, beginning with line 23, strike out everything down through line 14 on page 12.

On page 12, strike out "(g)" and insert "(f)".

(Mr. GOODELL asked and was given permission to revise and extend his remarks.)

Mr. GOODELL. Mr. Chairman, first let me say that it is our disposition at this stage, having offered a substitute and a variety of amendments, and the only significant amendments, with the

exception of one, having been turned down, not to offer the series of amendments that are still ahead of us, but to pick only those that we feel are of the greatest importance, this being one of them, and there may be one or two others. I think the mood of the House is clear. We would like to proceed expeditiously, and we will do everything we can to cooperate.

Mr. GIBBONS. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman from Florida.

Mr. GIBBONS. I shall be glad to yield the same amount of time that I take up to the gentleman from New York.

I ask this question now merely for the purpose of trying to find out how many more amendments we have, and not for the purpose of asking even unanimous consent that debate cease, or anything like that. I want to try to find out where we are. Can we discuss that for a moment?

As I understand it, we have the gentleman's amendment which affects title II. Then will we be through with title II, with the exception of an amendment which the gentleman from Illinois [Mr. ERLBORN] intends to offer?

Mr. QUIE. Mr. Chairman, if the gentleman will yield, I can speak for Mr. ERLBORN. He is going to offer his amendment as an amendment to the amendment of the gentlewoman from Oregon [Mrs. GREEN] to title VI.

Mr. GIBBONS. Then, is this the last amendment on title II which we will have?

Mr. GOODELL. It is the last one I know of that will be offered by Members of the Committee on our side. Whether there are any from Members themselves, I do not know. There are a number others we have put aside, and they will not be offered.

Mr. GIBBONS. Does anybody have any amendments on title III or title IV? We have one on title V which I know about.

Mr. QUIE. Mr. Chairman, if the gentleman will yield further, he has one on title V?

Mr. GIBBONS. We have Mr. CURTIS' amendment which will be offered to title V, and then Mr. BROYHILL's amendment.

Mr. QUIE. Mr. Chairman, if the gentleman will yield further, I do not intend to cut off debate. I believe the House has made up its mind on most of these things.

If I have consumed too much of the gentleman's time, I will see what I can do to get him some more time.

Mr. GOODELL. I thank the gentleman.

Mr. Chairman, this is one of the more critical amendments. It is very simple. In the bill that came out of the committee, we have a provision that requires 20 percent of the community action funds be used for independent programs. It requires one-fifth of the money in community action to be used for independent programs.

As a practical matter, the whole theory of community action programs was to

have local umbrella agencies called community action boards—which would be in charge of making the decisions and allocating the funds locally—working up the plans. The committee arbitrarily has said that 20 percent of the money must go outside of these umbrella agencies, must go to private groups that are unrelated to the community action boards. These groups need not even have approval from the community action board, or submit their plans to the community action board.

Here we are, running off in the other direction again. The umbrella agency is set up at the community level to represent the local government, the schools, the poor, and those who represent the private agencies, et cetera. That is the representative group that should be allocating the funds and making the decisions. Here suddenly they are going to move along and say, "Some of these community action boards we do not like, we do not like their decisions." So the director should have the authority to go in and set up his own program, get his own private agency funded, and they can run programs all their own.

I would say to you that this will create infinitely more chaos on the local level. It is unnecessary. The director now under the law has his discretion where he wishes to exercise it.

The CHAIRMAN. The time of the gentleman from New York has expired.

(By unanimous consent, Mr. GOODELL was allowed to proceed for 2 additional minutes.)

Mr. GOODELL. Mr. Chairman, under the law today, the director has the discretion of funding private groups if he wishes. If he thinks the community action board in a given case is unrepresentative, if they are going the wrong way, if they are ignoring certain groups in our society, he may fund private agencies and private programs.

But under the amendment that is in the committee bill—that I would strike—the director is going to be required to spend at least 20 percent of his money in the community action program on private agencies and private groups that are unrelated to the community action board, who have not submitted their plans to the community action board necessarily, and certainly have not had the approval of the community action board.

I would hope that we could strike this section from the committee bill.

Mr. GIBBONS. Mr. Chairman, I rise in opposition to the amendment.

This is another one of the points we discussed in the committee time and time again. We had our ups and downs on it in the committee. The committee believed, by a majority vote, that this was a good provision. We put it in.

I ask the Committee of the Whole to support our committee and leave in the amendment, as it is.

The CHAIRMAN. The question is on the amendment offered by the gentleman from New York [Mr. GOODELL].

The amendment was rejected.

The CHAIRMAN. The Clerk will read.

The Clerk read as follows:

TITLE III—AMENDMENTS TO TITLE III OF THE ACT

Rural areas—Loan authority

SEC. 301. Section 302(a) of the Act is amended by striking out "exceeding \$2,500 in the aggregate" and inserting in lieu thereof "resulting in an aggregate indebtedness of more than \$3,500 at any one time".

Title III programs—Duration

SEC. 302. Part C of title III of the Act is amended to read as follows:

"PART C—DURATION OF PROGRAM

"SEC 321. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law."

Mr. GIBBONS (interrupting the reading). Mr. Chairman, I ask unanimous consent that the title be considered as read, printed in the RECORD, and open to amendment at any point.

The CHAIRMAN. Is there objection to the request of the gentleman from Florida?

There was no objection.

Mr. RYAN. Mr. Chairman, I move to strike the last word.

(Mr. RYAN asked and was given permission to revise and extend his remarks.)

Mr. RYAN. Mr. Chairman, potentially one of the most significant sections of the Economic Opportunity Act is section 311 which authorizes the Director to develop a program of loans, loan guarantees and grants to meet "the special needs of migratory workers and seasonal farm laborers and their families in the fields of housing, sanitation, education, and day care of children."

Earlier this year the Office of Economic Opportunity assisted several groups in Mississippi in developing sound proposals for mutual self-help housing and community development. These proposals were a timely response to the technological revolution in Southern agriculture, largely financed by Federal diversion payments, which is resulting in the displacement of hundreds of thousands of farmworkers. On March 31 of this year, I and nine other Members of the House were assured by the Director that these self-help housing proposals were being expedited. On the same day the Assistant Director for Congressional Relations wrote that he hoped for final action within 2 weeks. Yet, within 24 hours of these assurances, OEO's Deputy Director for Community Action, in a meeting with the applicants themselves, said that certain provisions were untenable—provisions which, as it later developed, had been drafted by OEO.

It is hard to believe that OEO had any intention of funding these projects after that. Yet, as far as I know, it has never told the applicants to stop hoping and preparing for Federal assistance. Instead it has quietly revised its guidelines on rural housing to disqualify all seasonal farmworkers who have not had multiple employment during the preceding year, and it has curtailed its definition of "allowable project costs" so that only those, who have already quali-

fied under other programs, or who have independent resources, can qualify.

The record of the Senate hearings contains information on this episode, and I understand that the Senate report will make it clear that OEO should conduct a genuine rural housing program. I certainly hope that OEO will now resume negotiations with the Mississippi applicants in the spirit of cooperation and concern which the Director expressed in his telegram of March 31 to us.

AMENDMENT OFFERED BY MR. DE LA GARZA

Mr. DE LA GARZA. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. DE LA GARZA: On page 23, line 21, after the period, add the following "": *Provided, however, That of the funds appropriated for the fiscal year ending June 30, 1967, not less than \$28,500,000 shall be for the implementation of section 311, part B, title III of this Act."*

Mr. DE LA GARZA. Mr. Chairman, title III of the bill is the part concerning loans to rural areas and special programs for the migratory workers and seasonal farm laborers and their families. It is my understanding that under the bill as submitted by the committee, the sum of \$57 million is authorized for this section. This would be divided, I am informed, \$23.5 million for the migrant programs and the balances for the rural or farm loan special programs under this title.

Mr. Chairman, the purpose of my amendment is to take the \$57 million and divide it in half, thereby allowing \$28.5 million for the loan program and \$28.5 million for the special programs for migratory workers and seasonal farm workers.

Mr. Chairman, these people are, as I am sure all here would agree with me, the poorest of the poor, and the expenditures or the amount authorized to be expended the last fiscal year for the special programs was roughly \$25.2 million. Therefore, this bill will reduce the amount to these unfortunate people by \$1.7 million. We cannot afford to do this. We cannot turn our backs on these people who need our help so badly. Mr. Chairman, everyone must help in his own way. This is the way that I can help. Here is the area where my jurisdiction lies—in the U.S. House of Representatives. It is true that those in the local communities should help; those in the counties should help; and those on the State level should help—each in his own way. This is my way to try to help these people, a great number of which come from my district in deep south Texas.

I might inform the Committee that this will not add to the overall estimate of the bill. It will reduce in a small amount the funds allocated to these long-term rural loans. But, there are only so many small farms, and since these loans are of long-term duration, it would be only logical that the number of loans would decline from year to year. Therefore, we would be doing no harm by this amendment to the rural loan program and yet we would be doing so much for the migrant and seasonal workers

who I have already told you need our help so badly.

I would like to further express my sentiments to the Committee by stating the fact that the majority of these people are honest but humble people, the greater part of which are good citizens, loyal to this country and to its ideals. They are not the ones that we have seen riot in the streets or disobey the laws established by our Government and by the several States and municipalities. They have no one here to speak for them but me at this time and I most respectfully urge my colleagues on both sides of the aisle to consider the acceptance of this amendment.

Mr. QUIE. Mr. Chairman, will the gentleman yield?

Mr. DE LA GARZA. I yield to the gentleman from Minnesota.

Mr. QUIE. I thank the gentleman for yielding. I wish to say, for our side, we would be glad to accept that amendment.

Mr. DE LA GARZA. I thank the gentleman very much.

Mr. GIBBONS. Mr. Chairman, we also believe it is a good amendment, and urge its adoption.

Mr. DE LA GARZA. I thank my colleague very much.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Texas [Mr. DE LA GARZA].

The amendment was agreed to.

Mr. HAGEN of California. Mr. Chairman, I move to strike the requisite number of words.

(Mr. HAGEN of California asked and was given permission to revise and extend his remarks.)

Mr. HAGEN of California. Mr. Chairman and Members of the Committee, I merely rise to ask the gentleman from Florida [Mr. GIBBONS] some questions which he may or may not be able to answer.

I assume that when the committee amended the act it considered all portions of it, even those which are not affected by the bill before us; is that correct?

Mr. GIBBONS. Yes. This act is not the administration bill. This is almost a complete rewrite of the whole act. We considered everything in the act.

Mr. HAGEN of California. My first question relates to title III, part B, the migrant labor section, which is entitled section 311 of the Economic Opportunity Act. In 1965 there were some amendments made to that section.

I was wondering if there was any particular motivation back of those amendments.

Mr. GIBBONS. Very frankly, I have not had a chance to refresh my recollection on this. Of course, there was some motivation, but I would hate to speak now, a year after we adopted those, and tell you exactly what we had in mind. The Record of Congress at that time would be the best evidence of it.

Mr. HAGEN of California. Let me ask you this question, then: As it was initially enacted, the bill provided for assistance to State and local agencies without specifying the nature of it, as to whether it would be a loan or a grant.

In 1965 it was changed to a program of loans, loan guarantees and grants. Also at the conclusion of that section it refers to limiting this assistance to programs of benefit to migrant and seasonal workers in the fields of housing, sanitation, education, and the day care of children. Three of those identifying words or phrases I think are fully self-explanatory, but I am wondering why you did not somewhere in the act adopt a definition of education. As I read the act, there is no definition in there whatsoever of what education amounts to and what programs it might encompass.

Mr. GIBBONS. I would have to say to the gentleman that the word "education" is a very broad term and includes informal education as well as formal education. It is really America's biggest business, and I do not know really how to define it.

Mr. HAGEN of California. Let me ask you a further question. It would not include organizing a cooperative store, for example? That would not amount to education? Or even organizing a credit cooperative? That is not education, is it?

Mr. GIBBONS. Not in my book it is certainly not.

Mr. HAGEN of California. That is not your understanding of it?

Mr. GIBBONS. No. Education would not go to the point of taking an overt act of forming a corporation. No.

Mr. HAGEN of California. I appreciate that. I would not consider such a program—program of education and certainly not a program relating to housing, imitation or day care.

Mr. GIBBONS. That would be something else and not education.

Mr. HAGEN of California. I appreciate the gentleman's answer, because I have a grant in my area that involves this problem of potential organizing activities under the guise of education. I notice also, although reference is made to private nonprofit institutions or nonprofit organizations or nonprofit associations in the act that these terms are never defined in the Act, either. Are they?

Mr. GIBBONS. No. But I would imagine for nonprofit corporations there are lots of definitions that would be primarily controlled by State statutes or local statutes.

Mr. HAGEN of California. May I ask this question: Has the director of OEO ever adopted a set of acceptable definitions in this area?

Mr. GIBBONS. I cannot answer that question right now, because I just do not know.

Mr. HAGEN of California. I have two more questions, and then I will sit down.

What is the status of carryover financing of a grant which was made, let us say, in 1965 but has never been implemented by the advancement of funds? Is that still a valid grant under the law?

Mr. GIBBONS. I do not know at this time, but if I can get unanimous consent, when we go back into the House I will try to come back in the context of this colloquy and answer the question under general leave.

Mr. HAGEN of California. I have one further question which you might wish to make the same request on. What is the authority of the director of OEO to revoke grants once made but not implemented?

Mr. GIBBONS. I would think a grant once made but not implemented can be revoked, a grant is not a contract and it can be revoked at any time.

Mr. HAGEN of California. Particularly if it was a 100 percent grant.

Mr. GIBBONS. That is right.

Mr. HAGEN of California. I thank the gentleman. It is my belief that his forthright answers go a long way toward solving a problem in my congressional district.

The CHAIRMAN. The Clerk will read. The Clerk read as follows:

TITLE IV—DURATION OF PROGRAMS UNDER TITLE IV OF THE ACT

SEC. 401. Section 407 of the Act is amended to read as follows:

"DURATION OF PROGRAM

"SEC. 407. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years."

AMENDMENT OFFERED BY MR. DINGELL

Mr. DINGELL. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. DINGELL: On page 24, strike out lines 1 through 8, and insert the following:

"TITLE IV—AMENDMENTS RELATING TO TITLE IV OF THE ACT

"SEC. 401. Sections 402, 405, and 406 of the Act are amended by striking out 'Director' where it appears in such sections and inserting in lieu thereof 'Administrator of the Small Business Administration'.

"SEC. 401. Sections 403 and 404 of the Act are hereby repealed.

"SEC. 403. Section 407 of the Act is amended to read as follows:

"DURATION OF PROGRAM

"SEC. 407. The Administrator of the Small Business Administration shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years."

"SEC. 404. Section 402 of the Act is amended by inserting '(a)' after 'Sec. 402.', and by adding at the end thereof the following new subsection:

"(b) To the extent necessary or appropriate to carry out the programs provided for in this title the Administrator of the Small Business Administration shall have the same powers as are conferred upon the Director by section 602 of this Act."

"SEC. 405. Sections 405, 406, and 407 of the Act, as amended by these Economic Opportunity Amendments of 1966, are respectively renumbered as sections 403, 404, and 405 of the Act.

"SEC. 406. Section 606 of the Act is amended by striking the words 'and IV' where they appear in subsections (a) and (d) thereof."

(Mr. DINGELL asked and was given permission to revise and extend his remarks.)

Mr. DINGELL. Mr. Chairman, I would like to make it abundantly clear that in offering this amendment, I do so as a friend of the legislation now pending before us. I have voted against every amendment which I have viewed as being of a restrictive or crippling

nature. It is my purpose not to cripple the legislation now pending before us but to assist in its passage and to help in its passage, in an effort to have better and more efficient and more capable administration of this particular program.

Mr. Chairman, I offer an amendment to transfer to the Small Business Administration full authority for the small business poverty loan program contained in title IV of the Economic Opportunity Act. These loans are already fully funded out of SBA's revolving fund, and my amendment would continue this. However, the present law places SBA in the position of a delegate agency receiving its policies, authority, and supervision from OEO. This has caused many problems and delays in the administration of the program.

The business of SBA is making loans, and the time has come to put it clearly in charge of the small business poverty loan program. My amendment would allow closer alignment of this program with the traditional lending programs of SBA, and would thus permit more vigorous and efficient administration, to the benefit of the war on poverty and the taxpayer as well.

The small business poverty loan program is designed to encourage small business entrepreneurship in lower income groups. It is particularly aimed at minority groups to whom the doors of business opportunity have generally been closed. The loan criteria place primary emphasis on the character and management potential of applicants, with de-emphasis of conventional bank collateral requirements; and the program stresses continuing management assistance to loan recipients.

However, the worthy objectives and concept of this program have been much hampered by the organizational and policy framework within which it has been forced to operate. Under the present arrangement, though the carrying out of the program has been delegated by OEO to SBA, OEO has made the major decisions and exercised close control over administration of the program. Loan applications are required to be screened through small business development centers—SBDC's—which are nonprofit community action organizations funded by the Government and set up to assist and advise potential applicants and then refer selected applications to SBA. The SBDC's are also supposed to help provide management assistance to poverty loan recipients. OEO has limited the program to communities where there are SBDC's operating, and in effect has thus given these private groups the ability to control the pace of the program and to select the persons who are to be referred to SBA for loan action. In addition to this private layer in the program, which has not worked either efficiently or fairly, OEO has run all over the lot on eligibility rules for the program. First it permitted poverty loans both to the poor and to those hiring the poor; then it restricted poverty loans to the very poor, who are the least likely to have business management potential; and finally, though these OEO eligibility levels have been raised

somewhat, there is still serious question as to whether they are realistic.

Needless to say, this OEO and SBDC approach has barely gotten the program off the ground. OEO admitted at the hearings on this bill that up to the beginning of this year it had made less than 900 small business poverty loans throughout the United States. The program has obviously been hampered by the many policy changes imposed by OEO, by the inexperience, inefficiency, and malfunctioning of the SBDC's, and by problems of delay and coordination between SBA, OEO, and the SBDC's. My amendment would clearly put SBA in charge of the program, with elimination of SBDC's from the picture. This would eliminate split authority and overlapping functions for the program and the delays and problems of supervising SBDC's. It would allow increased utilization of SBA's experienced professional staff of financial assistance and management assistance personnel.

I sincerely believe that since the Federal Government is paying for this loan and management assistance, it can be done better and less expensively through using SBA's professional staff than the present system of paying an excessive price for the sometimes doubtful aid of the privately run SBDC's. This change would result in more efficient utilization of money available for the program, and thus should encourage broader coverage than has been possible to date.

SBA, of course, would still maintain coordination with OEO and with interested private organizations and local groups, but the program would be placed on a sound administrative basis.

A consensus has developed among those best informed on title IV loans that the program should be transferred to SBA. At recent hearings held by the House Small Business Committee concerning Small Business Administration operations and related matters, Chairman JOE L. EVINS raised the question as to whether this program might not be better implemented under the sole administration of SBA. Ranking minority member ARCH A. MOORE asked whether "it might be wise to bring this—title IV—into its rightful home and let the people—SBA—who are so close to it underwrite this program administratively and see if we cannot get it off the ground."

Administrator Bernard Boutin of SBA conceded that the present situation has many shortcomings.

Even the Office of Economic Opportunity itself suggests that the program might be better administered by the SBA. While recently appearing to present testimony before Congressman JOHN C. KLUCZYNSKI, who was presiding as chairman of House Small Business Subcommittee No. 5, Assistant Director Robert Perrin of OEO, made a number of observations about the title IV program, including that the cost of making loans was averaging over 20 cents per dollar lent. Mr. Perrin's overall conclusion was that perhaps the title IV program could "better be handled solely as an SBA operation."

The full House Small Business Committee, as part of its hearings on SBA activities, submitted written interrogatories to Sargent Shriver, Director, Office of Economic Opportunity. Chairman JOE L. EVINS asked Mr. Shriver:

What is the attitude of the Office of Economic Opportunity concerning the suggestion that the Small Business Administration be given sole jurisdiction over the title IV lending program?

Mr. Shriver's response was that "OEO has no objection to the SBA's administration of the program * * *." Mr. Shriver then went on to point out that OEO had proposed in fiscal year 1967 authorization legislation, as part of the administration program, to have SBA fund all SBDC costs, thus increasing SBA jurisdiction over the program. He also noted that it would require legislation to shift overall responsibility for the title IV loan program to SBA.

For these reasons I strongly urge adoption of my amendment to transfer statutory authority for this small business poverty loan program from OEO to SBA.

Mr. Chairman, the analysis to which I have referred follows:

SECTION-BY-SECTION ANALYSIS OF AMENDMENT TO TITLE IV OF H.R. 15111

(Transfer of poverty loan program to SBA)

SECTION 401

This section amends the small business poverty loan authority and related authorities and limitations of Title IV of the act by deleting the word "Director" and substituting "Administrator of the Small Business Administration." The effect of this change is to transfer statutory authority and responsibility for the program from OEO to SBA.

SECTION 402

This section deletes as unnecessary section 403 of the act, relating to coordination with community action programs, and section 404 of the act, relating to financing under the Small Business Act.

Section 403 presently requires specific determination by the Director of OEO that small business poverty loans are consistent with community action programs. Such specific determination by OEO appears unnecessary and could conflict with the transfer of authority and responsibility for the program to SBA. Sections 611 and 612 of the Act, the general coordination sections, would still be applicable to provide continued coordination between OEO, SBA, and the community action programs. Accordingly, the amendment deletes section 403.

Section 404 presently states that small business poverty loan functions delegated to SBA may be financed with SBA's revolving fund established by section 4(c) of the Small Business Act. As recently amended by Public Law 89-409, section 4(c) of the Small Business Act now specifically provides that SBA's revolving fund may be used for the purpose of carrying out the small business poverty loan program provided for in Title IV of the Economic Opportunity Act. Therefore, section 404 is duplicative and no longer needed, and is accordingly deleted.

SECTION 403

At present section 407 of the Act allows the Director of OEO to continue the small business poverty loan program through June 30, 1967.

H.R. 15111 would extend such authority of the Director through June 30, 1970. This amendment also would extend the program through June 30, 1970, but provides for its continuation by the Administrator of the Small Business Administration (rather than the Director of OEO), in line with the transfer of the program to SBA.

SECTION 404

This section provides that the SBA Administrator in carrying out the Title IV program shall have the same incidental administrative powers as the Director of OEO presently has with respect to the program. This includes such matters as authority to collect and sell loans made under the program, and to disseminate information to the public on the program.

SECTION 405

This section takes account of the amendment's deletion of sections 403 and 404 of the Act, and therefore renumbers the remaining sections in Title IV.

SECTION 406

This section amends section 606 of the Economic Opportunity Act to discontinue OEO's authority to use its revolving fund for Title IV loans. This authority has never been exercised since SBA's revolving fund has been utilized instead. With complete transfer of the program to SBA there appears no need for continuation of this OEO authority, and the amendment accordingly deletes it.

Mr. CAREY. Mr. Chairman, will the gentleman yield?

Mr. DINGELL. I am glad to yield to the gentleman from New York.

Mr. CAREY. Mr. Chairman, I wish to commend the gentleman in the well [Mr. DINGELL].

Mr. Chairman, the gentleman from Michigan [Mr. DINGELL] has made an exhaustive study of the SBA and SBDC, as chairman of the subcommittee which handles this legislation, of the Committee on Small Business.

Mr. Chairman, I have discussed this amendment with the gentleman from Michigan.

Mr. Chairman, could we agree that the net effect of the amendment, if adopted, would move the entire section over into SBA, for all intents and purposes?

Mr. DINGELL. The gentleman from New York is correct, if the gentleman means to say that my amendment would move the lending authority of the SBDC from the OEO to the Small Business Administration.

The gentleman is entirely correct on this point.

Mr. CAREY. Mr. Chairman, if the gentleman will yield further, is it not also true in our discussion it was agreed that the activities of the SBDC's which are operating effectively and are being well managed and are doing a good job would not be impaired by this transfer?

Mr. DINGELL. I would suppose the SBDC's would be able to continue the same functions that they are where they are operating well. I would point out, however, that my subcommittee, our Committee on Small Business, sent investigators back to the city of Detroit and they found there is rather sad management there. They found that there is rather gross mismanagement; some of it is presently being investigated by the Department of Justice.

Mr. CAREY. Where there is mismanagement, of course, you would expect the SBA under the able administration of Mr. Boutin would look into those things and suspend those activities. Where, however, the community is being served and low-income persons are getting a chance to get into their own business and manage their own affairs in order to lift themselves up by their own

bootstraps, these activities would not be curtailed by the transfer? Is that correct?

Mr. DINGELL. I would not believe it would be curtailed. I would be well satisfied that the SBDC's could continue to do precisely what they are doing. But that the administration of the program and the handling of the program subject to the requirements of the act that we are now considering would be in the SBA.

Mr. CAREY. I thank the gentleman. Mr. EVINS of Tennessee. Mr. Chairman, will the gentleman yield?

Mr. DINGELL. I yield to the gentleman.

Mr. EVINS of Tennessee. I would like to associate myself with the remarks of the gentleman from Michigan and to say that I support his amendment.

Mr. Chairman, we held extensive hearings on this matter. The law says that these poverty loans shall be equitably distributed and in some areas there have been none at all. In some of the cities and other areas of the country they have not even been set up. We have a recognized loan agency, the Small Business Administration. They are competent and capable of making the loans. It has been very difficult under this new process. It is rather cumbersome. The gentleman has a good amendment and I would hope the gentleman from Florida [Mr. GIBBONS] would accept the amendment to improve the program.

Mr. GIBBONS. Mr. Chairman, will the gentleman yield?

Mr. DINGELL. I yield to the gentleman.

Mr. GIBBONS. I just have a few questions to ask about this because I am not quite clear what you are attempting to do here. In title IV the employment and investment incentive section, you are taking sections 401, 402, and 403 and transferring them over to the SBA. Is that right?

Mr. DINGELL. The effect of this amendment is as follows: In sections 402, 405, and 406 of the act wherever the word "director" appears that is stricken and in lieu thereof would be inserted, under my amendment, "the Administrator of the Small Business Administration" so as to transfer the lending functions.

My only purpose is to move the lending functions here over to the SBA. I am not trying to terminate the existence of the Small Business Development Center. I hope they will continue in existence the centers. I hope that they will continue to provide counsel, guidance, and management assistance and all the things which they are doing which I regard as being very valuable.

All I want to do, however, is to get the lending program into the hands of the agency which has demonstrated it handles the taxpayers money well and efficiently.

Mr. GIBBONS. May I ask then where would the administrative costs of the Small Business Development Centers come from under your amendment?

Mr. DINGELL. The administrative costs of the SBDC's would have to come from the budget of the Office of Economic Opportunity and not from the SBA.

The administrative costs of administering the loans would be in the SBA.

Mr. GIBBONS. I understand that in your amendment you have a deadline of October 15 to transfer all of these functions. Am I correct in that?

Mr. DINGELL. The gentleman is correct. The deadline is as prescribed by the statute which is before us which says, "the Administrator of the Small Business Administration, to carry out the program provided in this title during the fiscal year ending June 1967, and the three succeeding fiscal years." So the deadline here so far as the movement of the program, and so forth, as is fixed in the statute which is before us. In other words, my amendment does not fix a date for moving this thing at all.

Mr. GIBBONS. Mr. Chairman, I have no objection to the amendment. I am glad to have it.

Mr. DINGELL. I certainly thank the gentleman from Florida.

(Mr. DINGELL asked and was given permission to revise and extend his remarks.)

Mr. CORMAN. Mr. Chairman, will the gentleman yield?

Mr. DINGELL. I yield to the gentleman.

Mr. CORMAN. Mr. Chairman, I want to join both the gentlemen in the well and the chairman of the Committee on Small Business in urging the adoption of this amendment.

Mr. MULTER. Mr. Chairman, I move to strike the requisite number of words.

Mr. Chairman, I am in complete agreement with the intent and purport of the amendment insofar as it attempts to eliminate any duplication of work and a duplication of the expenditure of money. I have read the amendment offered by the gentleman, and I have very considerable reservations about it. I am afraid that if the amendment should prevail, unless it is improved in conference, what will happen here is that this entire program as to small business development centers will come to a halt on October 15. Everyone admits that they want these centers to continue. They are doing a good job where they are needed in each locality within the poverty areas, and we do not want that to stop. It is all right to transfer the lending function to where it belongs in SBA, but unless there is a directive and a transfer of money to SBA with which to administer the loan programs, SBA will not be able to do the job that is required by this amendment.

SBA is presently using all the funds that have been appropriated to it for purposes of their program. Unless they get more money they cannot take on this additional work now of sending men and women into these centers to do the processing of these loans. There is a duplication now. A borrower brings the application for the loan into the center, it is processed there and recommended, and then it goes to the SBA, and then it is fully processed a second time by SBA before the loan is made.

In order to avoid that duplication, SBA must get the manpower and the money to send these people into these centers to do the job. There is no provision in this amendment to do that.

Unless we can do that we are going to bring this program to a halt on October 15.

Mr. DINGELL. Mr. Chairman, will the gentleman yield?

Mr. MULTER. I yield to the gentleman from Michigan.

Mr. DINGELL. I would point out to the gentleman that he has already indicated that SBA is doing everything now with its existing funds to process these loans and applications. I would point out to my good friend further that this amendment does not eliminate the SBDC's.

Lastly, I would point out under existing law and practice and appropriations that SBA, the Small Business Administration, is presently at this time charged with the administrative costs of processing the loans and applications after they leave the SBDC.

Mr. MULTER. The gentleman has already said that twice. The fact is, although we want to avoid duplication in processing these loan applications which are initiated in the centers, unless and until you give the SBA the manpower and the money to send people into these centers, instead of these people taking their applications into the local center, they will have to chase down to the branch office or to the regional office with them.

I am willing to stop the duplication, but not so precipitously as your amendment calls for. This will call a halt to the program as of October 15, and it will take you 2 or 3 months or more before you can get it into operation again in the local community where it belongs.

The idea of the amendment is good. Unfortunately, the language in the amendment is such that it will call a halt to this important lending operation.

In addition, we all agree that these centers should continue to operate as to all their functions. Unless you authorize the money and then appropriate it, all these centers will have to cease operating because they are funded under this program. They will have to stop operating on October 15 unless you authorize and appropriate the money to SBA for it.

Mr. DINGELL. Mr. Chairman, will the gentleman yield further?

Mr. MULTER. I yield to the gentleman from Michigan.

Mr. DINGELL. The gentleman is absolutely incorrect on this point. The administrative costs of processing the loan at this moment are being borne by the SBA.

Mr. MULTER. Let us talk about the same thing.

Mr. DINGELL. The gentleman is entirely incorrect.

Mr. MULTER. Let us talk about the same thing. SBA money which is being spent by SBA processors and lending specialists in the SBA offices—they are being paid out of SBA payrolls. The people who are being paid out of this program are the people in the centers who are initiating these loans and processing them in the first instance before recommending them to the SBA offices. I go along with you that we ought to eliminate the duplication, but while you are trying to eliminate the duplication

inadvertently—not deliberately, but inadvertently—you do successfully stop the program until SBA can get more money and manpower into these centers.

Mr. QUIE. Mr. Chairman, I rise in support of the amendment. I will not use the whole 5 minutes, but I am glad that the gentleman from Michigan has caused the Members on his side to see the light on this one title anyway, that they should transfer that to an existing agency. We tried to do this in our substitute to a number of the other titles as well. I commend the gentleman on the job he had done and assure him of our support on this.

Mr. WILLIAM D. FORD. Mr. Chairman, I move to strike the requisite number of words.

Mr. DINGELL. Mr. Chairman, will the gentleman yield?

Mr. WILLIAM D. FORD. Mr. Chairman, I yield to the gentleman from Michigan.

Mr. DINGELL. Mr. Chairman, I simply wanted to assure the House that it is not my intention to kill the SBDC's. I want to have better administration of this program.

I would point out in connection with this, that the administrative cost of making these loans to the SBDC's run 20 cents on every dollar of loan. I think this is something we as custodians of the people's money should feel concerned about.

I want to emphasize that I went into the point raised by the gentleman from New York [Mr. MULTER], who preceded me, and I wish to point out that I was satisfied this amendment as drawn would not cripple the bill, would not cripple the SBDC's, and would not prevent the loans from being made.

The loans are now being processed by the SBA. The SBDC's will continue to exist and will continue to be funded from OEO budgets, something which now exists. If they wish to add to these intakes for these loans, I think it is commendable. I wish to point out the careful and close scrutiny of the taxpayers' money, subject to arrangements laid down in the previous enactments will afford protection to the taxpayers. This is the protection we need.

This is the only purpose of my amendment.

I thank the gentleman from Michigan for yielding to me.

Mrs. GREEN of Oregon. Mr. Chairman, will the gentleman yield?

Mr. WILLIAM D. FORD. I yield to the gentlewoman from Oregon.

Mrs. GREEN of Oregon. Mr. Chairman, I rise in support of the amendment offered by the gentleman from Michigan and take this time to point out only one thing, that in the original War on Poverty Act in 1964, or in the 1965 amendments, or in the 1966 act, there is no authorization for any funds for the title IV, so I cannot see that Mr. DINGELL's amendment is going in any way to cripple the program that has been carried on, nor will it change the financial arrangements that have been made.

Mr. COLLIER. Mr. Chairman, I move to strike the requisite number of words.

(Mr. COLLIER asked and was given permission to revise and extend his remarks.)

Mr. COLLIER. Mr. Chairman, I rise in support of the amendment, but I am frank to say I am somewhat surprised that this committee, dealing with this area of the bill, in the scrutinizing manner that I would have presumed they did, would accept an amendment that would provide a sweeping change of this nature in this particular section of the poverty program.

I think it would be well here to point out that the committee perhaps should have had some inkling, shall I say, as to the failure—and I repeat the word “failure”—of the conduct of this particular area of the poverty program.

The Small Business Subcommittee, as I understand, held hearings and no one from the Office of Economic Opportunity came down because, “No person of authority was there available to testify.” Is that correct? I am not talking about the subcommittee. I am talking about the full committee.

Mr. DINGELL. We did hold hearings in the full committee and we had very extensive and helpful participation from the Office of Economic Opportunity. Mr. Robert Perrin testified at length, and he was most helpful.

Mr. COLLIER. That is true. But is it not also true that Mr. Perrin, when he testified, prior to the time the hearings were being held on this bill, said, No. 1, that no significant unemployment was created under the title IV; and that, No. 2, the cost of making loans was very expensive, and title IV loans were very expensive? He went on to say—and I believe the House ought to know this, because this amendment should not have been necessary if the bill was properly written in the first place.

I quote Mr. Perrin, in his testimony before the subcommittee:

We at OEO sometimes question whether this program properly is part of the arsenal of weapons over which we have primary and statutory jurisdiction.

Perhaps it could better be handled solely as an SBA operation, possibly in connection with a broadened loan program that reaches a group of small business that is almost as disadvantaged because it is beyond maximum eligibility of OEO loans and below the minimum requirements for regular SBA loans.

Then he went one step further. I presume this testimony was available to the committee when it was writing this legislation.

I quote Mr. Perrin again:

Therefore, I do not suggest that this be abandoned as a weapon in the war against poverty. But I believe we must consider whether the present method is the most effective way of providing the needed assistance.

I would say that the amendment of the gentleman from Michigan is long overdue. It is a sound amendment. I would hope it would bring some order out of the chaos in this area of the program.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Michigan [Mr. DINGELL].

The amendment was agreed to.

AMENDMENT OFFERED BY MR. RYAN

Mr. RYAN. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. RYAN: On page 24, strike out line 3, and insert in lieu thereof the following:

“Sec. 401. Section 402 of the Act is amended by inserting after the first sentence thereof the following new sentence:

“‘In making, participating in, or guaranteeing loans under this section, the Small Business Administration shall encourage qualified loan applicants who are indigenous construction contractors or subcontractors operating in poor areas, and qualified persons seeking to establish such concerns.’”

“Sec. 402. Section 407 of the Act is amended to read as”.

(Mr. RYAN asked and was given permission to revise and extend his remarks.)

Mr. RYAN. Mr. Chairman, the purpose of this amendment is to encourage loans for construction work in the poverty areas by indigenous contractors and subcontractors.

I have discussed this amendment with the chairman of the committee and with the gentleman handling the bill [Mr. GIBBONS]. I hope that it will be acceptable to the Committee.

This amendment underlines the importance of encouraging and helping to finance indigenous contractors and subcontractors in poverty areas and those who wish to go into the construction business.

A number of leaders of both political parties, in the past few months, have proposed plans to help rebuild our central cities. It is clear that a great amount of construction and rehabilitation work will be needed in the poverty areas during the next decade. Housing, hospitals, and schools all must be constructed.

In addition to giving a new physical facade to the poor areas of the country, I hope such programs will provide opportunities for small businessmen and jobs for the people who live there. When a new hospital is built in Harlem, I would hope that some of the construction subcontractors and contractors would be from Harlem. When a new school is built in Bedford-Stuyvesant, I would hope that some of the subcontractors and contractors who helped to build it would be from Bedford-Stuyvesant. When a building is rehabilitated in the West Side urban renewal area, I would hope that some of the subcontractors and contractors who helped to rebuild it would be from the area itself. For to end poverty, we must not only build new homes and hospitals and schools, but we must provide people with new businesses, new skills, and new jobs. And what kind of employment could be more relevant than the rebuilding of one's own neighborhood?

For the most part, however, it has been impossible for the poor themselves to participate in the rebuilding of their neighborhoods. Apprenticeship opportunities have been closed; the poor have lacked the necessary skills; and those who would like to have set up work for themselves have lacked capital.

My amendment would help to make it possible for poor people to get work in

the construction business. By encouraging prospective construction contractors to obtain loans under title IV, we would enable them to participate in management training programs; and it would help them to get the assistance of the private business community, as outlined in section 402 of the Economic Opportunity Act.

Most important, of course, the prospective contractor or subcontractor would have the benefit of a loan of up to \$25,000. While no one could build a skyscraper with \$25,000 in capital, a contractor or subcontractor could begin to start a modest construction business.

The model case, I suppose, would be a young man who had been working in the construction business for 5 or 6 years. Perhaps by now he is a superintendent. He knows the ins and outs of the business pretty well and would like to start his own firm, but he has no money and no good source of credit. Today there is no place for him to go.

If he could get a loan under title IV, however, he would be in a position to start his own small firm. He would have a line of credit to finance the purchase of materials and the hiring of laborers. Thus, he would be in a position to make a bid on a job.

I think, for example, of the 114th Street demonstration project in Harlem, where a block of houses is currently being rehabilitated. The young man might be able to subcontract for some of the wiring work, if this were his specialty, or some of the carpentry or the plumbing. The prime contractor would take him seriously because he would be backed up by the \$25,000 loan.

I am told by people in the industry that with \$25,000 in capital a new subcontractor like the one whom I have described could bid for at least \$100,000 of business.

Mr. Chairman, there is a further reason why we should encourage people from the target communities to go into the construction business. According to a number of studies, no other sector of American industry is so labor-intensive. These studies indicate that a million dollars of expenditures create between 135 and 167 man-years of labor. Interestingly enough, they also indicate that residential construction produces more jobs and more income than any other form of construction investment.

Thus, if one of our purposes under this title is to provide more jobs for people in the poverty communities, the best investment for us to make may be in stimulating construction. For it would appear that we could thereby get the maximum number of jobs for our investment. And it seems fair to predict that borrowers under my amendment would for the most part employ people from the target area as well.

Mr. CAREY. Mr. Chairman, will the gentleman yield?

Mr. RYAN. I am glad to yield to my colleague.

Mr. CAREY. I should like to take this time to get some clarification on the amendment.

It has been my experience that in some of the neighborhood rehabilitation proj-

ects one of the things which is very difficult to do is to hold down the per unit cost to a rent schedule which the families living in the area can afford, so that they will not be dislocated. In doing this the overall contractor has to go shopping for the best possible construction costs. Sometimes the indigenous contractor does not have the facilities, does not have the help, does not have the knowhow he needs to bring his costs down.

That is why I view this as possibly a dangerous amendment, which might force up construction costs.

Mr. RYAN. The gentleman has missed the point of the amendment. The purpose of the amendment is to encourage the Small Business Administrator, who will administer the title IV loan program under the Dingell amendment, to make such loans. This has no bearing on whether or not an individual contractor will or will not get the work. The amendment has nothing to do with the cost factor.

This will merely make it possible for people in the poverty areas, who have not been financially able in the past to get construction contracts or subcontracts, to obtain loans from the Small Business Administration putting them in a position to compete for the work. This has nothing to do with whether or not they will eventually get the work. It will merely help on financing.

It does not require financing, but says that the Small Business Administration shall be encouraged to make this kind of loan.

This amendment highlights the problem which exists in the poverty areas, such as Harlem and Bedford-Stuyvesant. Too many people, who have the ability and experience to go into business for themselves and subcontract for the work, whether it be plumbing or wiring or whatever it may be, are denied the opportunity. The purpose of title IV is to provide incentive loans.

That is the reason for this amendment. It is a salutary amendment.

Mr. CAREY. Mr. Chairman, will the gentleman yield further?

Mr. RYAN. I yield to the gentleman.

Mr. CAREY. There is no priority intended in the amendment, then? No priority of loans to these indigenous contractors?

Mr. RYAN. There is no priority intended as far as work is concerned. The amendment directs that loans be encouraged to indigenous contractors and subcontractors in the poverty areas.

Mr. CAREY. Then you will have the administrator make a decision in his own judgment as to whom among two competing contractors should have priority. Is that correct?

Mr. RYAN. The administrator would make the decision as to which one should have priority in the loan, and certainly the sponsor or the public agency would make the decision as to who should get the work.

Mr. CAREY. The gentleman's amendment then would set up priorities for the administrator which may make for a very untenable situation.

Mr. RYAN. This is in line with the act as it exists at present. Title IV itself puts particular emphasis on certain loans. The amendment is intended to encourage the loans I have described. I hope the committee will accept it.

Mr. GIBBONS. Mr. Chairman, will the gentleman yield?

Mr. RYAN. I yield to the gentleman.

Mr. GIBBONS. I cannot accept it because I do not understand the amendment. I have read it about a dozen times, and I cannot understand what you mean by "section 402. Section 407 of the Act is amended to read as."

Mr. RYAN. That is merely technical, in order to conform with your bill, but the substance relates to section 402. The amendment goes to section 402 of the Economic Opportunity Act. The gentleman has had the amendment for 3 days and committee counsel looked at the amendment. It has been redrafted to conform with the views of his counsel so that it would be satisfactory as far as the technicalities of the bill are concerned. There are no problems as far as the technical language is concerned. I understand that the amendment was acceptable to the chairman of the committee.

Mr. QUIE. Mr. Chairman, I rise in opposition to the amendment.

The gentleman from New York may have provided this amendment to the majority side 3 days ago, but this is the first that I have heard of it, and listening to it I cannot see how the majority could ever accept this amendment. It is really ridiculous, the idea that the OEO should go out hunting for indigenous contractors to try to bring them in here. If private enterprise is for anything, they should be hungry for the business.

Mr. GIBBONS. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentleman.

Mr. GIBBONS. We have not accepted it.

Mr. THOMPSON of New Jersey. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentleman.

Mr. THOMPSON of New Jersey. And we do not intend to.

Mr. QUIE. I might say that I am feeling better all the time.

The CHAIRMAN. The question is on the amendment offered by the gentleman from New York [Mr. RYAN].

The amendment was rejected.

The CHAIRMAN. The Clerk will read. The Clerk read as follows:

TITLE V—REVISION OF TITLE V OF THE ACT

SEC. 501. (a) Title V of the Act is amended to read as follows:

"TITLE V—WORK EXPERIENCE AND TRAINING PROGRAMS

"Statement of purpose

"SEC. 501. It is the purpose of this title to expand the opportunities for constructive work experience and other needed training available to persons (including workers in farm families with less than \$1,200 net family income, unemployed heads of families and other needy persons) who are unable to support themselves or their families.

"Transfer of funds

"SEC. 502. In order to permit the carrying out of work experience and training pro-

grams meeting the criteria set forth in part D of title II of the Manpower Development and Training Act of 1962, the Director is authorized to transfer funds to the Secretary of Health, Education, and Welfare to enable him (1) to make payments under section 1115 of the Social Security Act for experimental, pilot, or demonstration projects which provide pretraining services and basic maintenance, health, family, basic education, day care, counseling, and similar supportive services required for such programs, and (2) to reimburse the Secretary of Labor for carrying out the activities described in such part D of title II of the Manpower Development and Training Act of 1962. Costs of such projects and activities shall, notwithstanding the provisions of the Social Security Act and the Manpower Development and Training Act of 1962, be met entirely from funds appropriated to carry out this title: *Provided*, That such funds may not be used to assist families and individuals insofar as they are otherwise receiving or eligible to receive assistance or social services through a State plan approved under titles I, IV, V, XIV, XVI, or XIX of the Social Security Act.

"Limitations on work experience and training programs

"SEC. 503. (a) The provisions of paragraphs (1) to (6), inclusive, of section 409 of the Social Security Act, unless otherwise inconsistent with the provisions of this title, shall be applicable with respect to work experience and training programs assisted with funds under this title.

"(b) Participation of individuals in work experience and training programs shall be limited to 24 months, except that nothing in this subsection shall prevent the provision of necessary and appropriate follow-up services for a reasonable period after an individual has completed work experience and training.

"(c) In the case of any work experience and training program approved on or after July 1, 1967, not more than 80 percent of the costs of projects or activities referred to in section 502 may be paid from funds appropriated or allocated to carry out this title, unless the Director determines, pursuant to regulations adopted and promulgated by him establishing objective criteria for such determinations, that assistance in excess of such percentage is required in furtherance of the purpose of this title. Non-Federal contributions may be in cash or in kind, fairly evaluated, including but not limited to plant, equipment, and services.

"(d) Not more than 12½ percent of the sums appropriated or allocated for any fiscal year to carry out the purposes of this title shall be used within any one State.

"Duration of programs

"SEC. 504. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law."

(b) The amendments made by this section shall not apply to any grant or agreement made pursuant to title V of the Economic Opportunity Act of 1964 prior to the date of enactment of the Economic Opportunity Amendments of 1966, except that no person shall be permitted to remain as a participant in any program carried on pursuant to any such grant or agreement for a period of more than two years after such date.

Mr. GIBBONS (interrupting the reading). Mr. Chairman, I ask unanimous consent that title V be considered as read and open to amendment at any point.

The CHAIRMAN. Is there objection to the request of the gentleman from Florida?

There was no objection.

AMENDMENT OFFERED BY MR. CURTIS

Mr. CURTIS. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. CURTIS: Beginning with line 12 on page 24, strike out everything down through line 7 on page 27, and insert in lieu thereof the following:

"TITLE V—WORK EXPERIENCE

"Statement of purpose

"SEC. 501. It is the purpose of this title to train and equip individuals inured to the perpetual cycle of public assistance and welfare to become self-supporting and capable of sustaining their families. In carrying out this purpose the Secretary of Health, Education, and Welfare shall have exclusive Federal authority and shall utilize and coordinate the facilities and programs available at State and local levels, including, to the extent possible, those in the private and voluntary sector. The Secretary shall give special emphasis to equipping individuals with the motivation, discipline, and training necessary to hold permanent jobs in private, profitmaking enterprises.

"SEC. 502. The Secretary of Health, Education, and Welfare (hereinafter referred to as the 'Secretary') shall determine eligibility for programs under this title with due consideration to meeting the following criteria:

"(a) Training offered to participants shall be constructive from the standpoint of upgrading the employability of individuals;

"(b) Eligibility for public assistance of individuals and families shall continue without diminution during periods of participation;

"(c) Participants may engage in gainful employment without pay from their employers for limited periods up to a maximum of two years: *Provided*, That the Secretary shall determine that they are not being exploited as a source of free labor;

"(d) Participants employed under this title shall not displace or adversely affect regular employees (including substitute workers) or additional workers who would otherwise be hired by employers participating in the program;

"(e) Employment by private, profitmaking enterprises, or public or private nonprofit agencies, shall be approved by the Secretary only if the Secretary determines that there is a reasonable chance that the employer will hire the individual participant upon successful completion of the agreed upon training;

"(f) All participants in the program shall be provided basic education as an integral part of their training if they have need for such education;

"(g) To the extent possible, the Secretary shall utilize all existing Federal, State, local, and private programs to provide training and education to participants.

"(h) In the event there is no existing program of education or training available to participants, the Secretary is authorized to make grants or contracts to provide such programs of assistance;

"(i) In determining eligibility under this title, special emphasis shall be given to individuals with less than eight years of formal schooling who lack the background for effective performance as employees and citizens. *"Payments for experimental, pilot, and demonstration projects*

"SEC. 503. In order to stimulate the adoption of programs designed to help unemployed fathers and other needy persons to secure and retain employment or to attain or retain capability for self-support or per-

sonal independence, the Secretary of Health, Education, and Welfare is authorized to use funds appropriated or allocated to carry out this title to make payments for experimental, pilot, or demonstration projects under section 1115 of the Social Security Act (42 U.S.C. 1315), subject to the limitations contained in section 409(a) (1)–(6), inclusive, of such Act (42 U.S.C. 609(a) (1)–(6)), in addition to the sums otherwise available pursuant thereto. Workers in farm families with less than \$1,200 net family income shall be considered unemployed for the purposes of this title. The costs of such projects to the United States shall, notwithstanding the provisions of such Act, be met entirely from funds appropriated or allocated to carry out the purposes of this title."

Beginning with line 8 on page 38, strike out everything down through line 13 on page 40.

Mr. CURTIS (interrupting the reading of the amendment). Mr. Chairman, I ask unanimous consent that the amendment be considered as read and printed in the RECORD at this point. I have supplied a copy.

Mr. GIBBONS. That is right. The gentleman was very courteous and supplied us with a copy.

The CHAIRMAN. Is there objection to the request of the gentleman from Missouri?

There was no objection.

(Mr. CURTIS asked and was given permission to revise and extend his remarks.)

Mr. CURTIS. Mr. Chairman, this is the amendment that I discussed during general debate on the bill when there was a colloquy of some length between the gentleman from Kentucky [Mr. PERKINS] and myself, in an effort to point out why we felt this was advantageous.

Mr. Chairman, the purpose of the amendment—and this is what, in effect, I believe it does accomplish—is to vest this program of work experience and training in the Department of Health, Education, and Welfare where it presently is, instead of as in the way the bill is herein written, putting it over in the Department of Labor.

Now, Mr. Chairman, this is an area with which the Committee on Ways and Means has been concerned, of course, because of our jurisdiction over social security legislation and unemployment insurance, but more particularly, the disability insurance and old-age assistance, aid to dependent children, the blind and so on, the very areas where education and welfare, and I would say in the field of unemployment insurance, employment touch each other.

Now, Mr. Chairman, when the 1964 act came in, some of us on the Ways and Means Committee on my side were consulted about the amendment that was to be made to the Social Security Act—and the judgment was that this function should be in the Department of Health, Education, and Welfare. And, I believe the manner in which it has worked indicates that this is the proper place for it.

Also, Mr. Chairman, I would observe that the Secretary of the Department of Health, Education, and Welfare, Mr. Gardner, in testifying before the subcommittee of the Special Committee on Education of this full Committee on Ed-

ucation and Labor, of which I believe the gentlewoman from Oregon [Mrs. GREEN] is the chairman, stated in answer to this particular program as follows, during a colloquy between him and the gentleman from Minnesota [Mr. QUIE]:

Secretary GARDNER. The work experience program the Welfare Administration handles. Mr. QUIE. Is this directly under the office of the Commissioner?

Secretary GARDNER. No, I am sorry. The Welfare Administration is over at the far end of the chart here. It administers the public assistance programs.

Mr. GIBBONS. The Bureau of Family Services handles it.

Secretary GARDNER. That is under the Welfare Administration, which is one of the operating agencies.

Mr. QUIE. How do you feel this has been working, as a means of getting some of the people who are on relief back into employment?

Secretary GARDNER. I feel it has been working very well indeed. The Welfare Administration is dealing year in and year out with the kinds of people who need this kind of program. The typical work programs and educational programs that have been mounted in other areas tend to hit at a higher level of social competence and skill. The Welfare Administration is dealing with people who really have, in general, been neglected by other agencies, local and Federal. By adding to its general responsibility for assisting with financial and social services, by adding to that the possibility of moving some of these people into the kind of work that will get them back on their feet, it has been a very effective thing.

Mr. Chairman, other groups have written in with reference to this particular matter.

Mr. Chairman, on May 3, 1966, Mr. Raymond Hilliard, Director of Public Aid for Cook County, Ill., advised that legislation to place the work experience program—title V—under the Labor Department would be most unfortunate for the following reasons:

First. The Department of Labor has had no experience whatever with what are now the hard-core poor people—welfare recipients. These are people who by reason of inability to read or psychological disturbances or by family brokenness, by all things that could be said are hard-core slum living. Welfare administrators and personnel live with these people. The Department of Labor from top to bottom has never seen them. The Department of Labor in the past has preferred to pass them by as if they did not exist.

Second. The people enrolled in title V programs are, for the most part, those in no way qualified for jobs. This is an area of preparation for preparation for jobs. If the program is transferred to the Department of Labor, it would be handled similar to the Manpower Development and Training Act.

Mr. Hilliard said:

The day MDTA can do what the Department of Welfare is doing under Title V, I will be glad to give it to them.

Third. Mr. Hilliard said:

Title V is just really beginning to get rolling and show. I would be worried about Labor. . . . I would be more worried about Labor than with it at OEO. I think the Title V Program in Chicago would grind to a halt and I am not sure it would ever get organized.

He pointed out a change from HEW would involve a process of going through the same problem of getting acquainted with the people and chasing all of the likely sounding but fruitless approaches.

Fourth. Mr. Hilliard stated the relationship of his Department with HEW has been eminently satisfactory, with one big exception. The one exception has to do with a multitude of forms, most of which he feels are unnecessary. He felt it would be a great help if HEW would concentrate on some simplification of reporting.

Mr. Chairman, indeed, most of these people, many of them are in the families where aid to dependent children benefits are paid and where there are all sorts of other social problems associated with such families.

Some, Mr. Chairman, are rehabilitation cases where a person is unemployed because there has been an automobile accident or an industrial accident, or a serious sickness or disability or whatever it may have been, and we are trying to get the man back into the labor force through the rehabilitation programs.

Also, Mr. Chairman, we can take, for instance, the aid to the blind, which is another area involved, the sheltered workshop concept. There are so many areas that require the attention of trained social workers and others in education as well as welfare. The Department of Labor and the U.S. Employment Service, of course, does not have this kind of trained technicians. It deals with the sole question of unemployment.

Mr. Chairman, this still must be coordinated and, of course, the USES can be helpful and it should be, in trying to get these welfare people prepared for and placed in permanent jobs wherever possible.

However, a great deal, and, in fact, the main emphasis of this goes beyond mere training to rehabilitation and must remain in the Department of Health, Education, and Welfare. This is what my amendment seeks to do.

Also, I make reference to a communication of May 3, 1966, from Mr. Charles Lewis, executive secretary to Mr. L. L. Vincent, Commissioner, Department of Welfare, State of West Virginia, who pointed out that they would be opposed to legislation transferring the work experience program to the Department of Labor, for almost the same reason and further stated:

1. The Department of Labor in the past has shown no particular interest in people who are in the Title V program and have no record of finding these people jobs.

2. The Department of Labor's training programs adhere to groups with educational levels higher than the people in the Title V program.

3. The Department of Labor has tried programs with this particular group without very much success.

4. HEW has spent the last year setting up Title V programs nationwide and a transfer at this time might well lead to administrative chaos.

I am looking to see if the gentleman from Kentucky [Mr. PERKINS] is on the floor because I wanted to call attention to the fact that the gentleman during general debate two days ago very eloquently

pointed out why in his judgment it was inadvisable to shift this program from where it is now essentially in Health, Education, and Welfare over to the Department of Labor. I again say the purpose of my amendment is to keep this work experience and training program in the hands of Health, Education, and Welfare rather than the Department of Labor.

Mr. O'HARA of Michigan. Mr. Chairman, I rise in opposition to the amendment.

(Mr. O'HARA of Michigan asked and was given permission to revise and extend his remarks.)

Mr. O'HARA of Michigan. Mr. Chairman, the gentleman from New York [Mr. GOODELL] this afternoon during debate said that if the poor understood this bill, they would be against it. I would like to suggest that if my friends on the minority side understood title V they would be for it because title V does not do anything but improve what has been one of the weakest parts of the poverty program.

Title V is the work experience and training title.

The committee in its survey of operations under the poverty program has found that unfortunately title V has been long on experience and short on training and that less than 45 percent of those who have received training under title V have been able to obtain jobs after completing their programs.

Mr. CURTIS. Mr. Chairman, will the gentleman yield?

Mr. O'HARA of Michigan. I yield to the gentleman.

Mr. CURTIS. Would the gentleman agree that the type of person, though, in this program is probably the most difficult type for us to get back into the job market and, therefore, that is one of the explanations for the low percentage of them getting back into the labor market?

Mr. O'HARA of Michigan. I will deal with that in just a second, if the gentleman will permit me.

Only 45 percent of those completing the present title V program have been able to find employment.

I would ask you to contrast this with the manpower development and training program in which approximately 75 percent of those completing training have been able to find employment.

It is true that the work experience program deals exclusively with a very low income individual and in great part those who are on welfare or who are unemployed parents. You might expect that the placement rate would not be as high for them as it would be for the population generally. But that would not justify the 30-percent difference we find in this where MDTA trainees have a 75-percent placement rate and trainees under the present title V have a 45-percent placement rate. You will find that among these MDTA graduates with their 75-percent placement record, over 50 percent are people who have been unemployed for more than 15 weeks and are considered long-term unemployed.

What have we done, Mr. Chairman? That is the important question. We

have done no great violence to the work experience and training program. We have kept the welfare administrators and the Department of Health, Education, and Welfare in this program. We have said that with respect to their functions, they shall provide: "pretraining services and basic maintenance, health, family, basic education, day care, counseling, and similar supportive services."

In other words, all aspects of the personal problems of these people, with which HEW can deal best, will be dealt with by HEW. The actual training and placement activities shall be carried on by the Labor Department under a new part of the Manpower Development and Training Act.

MDTA's training effort now is being redirected to meet the needs of the disadvantaged; 65.9 percent of the training slots will be used to retrain persons in this group. This is not, Mr. Chairman, a matter of wishful thinking or pious generalities. This represents a firm commitment of the Labor Department, based on a systematic and comprehensive development of program plans. It is also worth pointing out that over 100,000 severely disadvantaged persons have already been reached under the experiment and demonstration program which the Labor Department administers under MDTA.

In other words, we recognize that this is a program with two facets. One is the personal support that the individual needs and he can get best from the welfare administration; and two, the training he needs to help him equip himself for a job. We think he needs both.

We think HEW can provide the supportive services best and we think the MDTA can provide the training best.

That is what we have attempted to do in the new title V, and I think the committee ought to be congratulated for doing so.

Mr. CURTIS. Mr. Chairman, will the gentleman yield?

Mr. O'HARA of Michigan. I yield to the gentleman from Missouri.

Mr. CURTIS. First, let me assure the gentleman I agree with one thing. This is a matter of judgment on balance. If HEW were to handle it, certainly they should utilize the manpower training and the USES—U.S. Employment Service. But the point I wish to emphasize is that the aid to the blind program is a welfare program; the old-age assistance person we are trying to help; the disabled person; the rehabilitation of people. These are concentrated in the welfare cases. The sheltered workmanship approach cannot really be done through the manpower training program or the functions of USES. I think by the very clientele that are on relief the main thrust must be in the Department of Health, Education, and Welfare. Of course, I am just rearguing the points.

Mr. CAREY. Mr. Chairman, I move to strike the requisite number of words.

The CHAIRMAN. The gentleman from New York is recognized for 5 minutes.

Mr. CAREY. Mr. Chairman, I do not intend to take 5 minutes, but I take this time to call to the attention of the Com-

mittee that a new section has been added to the bill which I think is of long-range importance. That is section 601 in title VI, referring to administration of the act. Here we require the director to stimulate and encourage States and local communities to encourage, by all possible means, each person over 18—particularly those receiving welfare payments or other forms of welfare assistance—whose inability to read and write English, or lack of basic skills, impairs his ability to become employed and self-reliant. In other words, we are requiring that those who are on welfare somehow learn to read and write so they can get jobs.

Basically, the theory of the section is there is no right to stay illiterate. In fact, if a person cannot read today, fundamentally he cannot get a job. He cannot read the rules which govern employment, and he, therefore, is unemployed.

It also calls for a number of other programs which we think will bring about a decrease in dependency. I refer to title V. It would accomplish what Raymond Hilliard, the late great Commissioner of Welfare in Chicago, accomplished. That was reducing his city's welfare program through the use of this kind of encouragement for literacy training, employability, and upgrading of skills. We mean this to be a working attempt to reduce welfare. It is an important section, which was added to the bill at my instance.

Mr. QUIE. Mr. Chairman, I rise in support of the amendment.

As was pointed out by the gentleman from Missouri, the Department of Labor does not have experience with this type of person. We have been concerned with the Department of Welfare for some time looking upon the needs of these people as only a matter of doling out more money. However, we now have raised their horizons in providing a training program. I have seen some of the training programs in Minnesota operated by the Welfare Department, and I would say—judging from the success that they have—that they are doing an exceptionally good job.

I brought this up to Secretary Gardner when he appeared before the Green subcommittee, and he spoke favorably about how HEW was handling the program at the present time. Rather than taking the time now to read, I shall ask to extend my remarks when we go back to the House again.

But he turned to Mr. Colmen, who was with him, and he said:

The MDTA program is essentially a training program providing for instruction in a more or less formal setting. It does include the possibility for on-the-job training, but HEW's interest in it is essentially classroom instruction, both in skill and attitude development to enable an individual to get and hold a job. I think that the other program tends to have an educational orientation, but in a somewhat more informal way, and I think more loosely directed at the maintenance of the family, and not so much at the training and skill development of the individual.

I might also point out that Mr. Hilliard himself, who was just mentioned a few moments ago, has pointed out a number

of reasons why the transfer should not be made, and this appears on page 157 of the minority views in the report on the bill, as follows:

On May 3, 1966, Mr. Raymond Hilliard, director of public aid for Cook County, Ill., advised that legislation to place the work experience program (title V) under the Labor Department would be most unfortunate for the following reasons:

1. The Department of Labor has had no experience whatever with what are now the hard-core poor people who by reason of inability to read or psychological disturbances or by family brokenness, by all things that could be said are hard-core slum living. Welfare administrators and personnel live with these people. The Department of Labor from top to bottom has never seen them. The Department of Labor in the past has preferred to pass them by as if they didn't exist.

2. The people enrolled in title V programs are, for the most part, those in no way qualified for jobs. This is an area of preparation for preparation for jobs. If the program is transferred to the Department of Labor, it would be handled similar to MDTA. "The day MDTA can do what the Department of Welfare is doing under title V, I will be glad to give it to them," Mr. Hilliard said.

3. "Title V is just really beginning to get rolling and show. I would be worried about Labor . . . I would be more worried about Labor than with it at OEO. I think the title V program in Chicago would grind to a halt and I am not sure it would ever get organized," Mr. Hilliard said. He pointed out a change from HEW would involve a process of going through the same problem of getting acquainted with the people and chasing all of the likely sounding but fruitless approaches.

4. Mr. Hilliard stated the relationship of his Department with HEW has been eminently satisfactory, with one big exception. The one exception has to do with a multitude of forms, most of which he feels are unnecessary. He felt it would be a great help if HEW would concentrate on some simplification of reporting.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I yield to the gentleman from New York.

Mr. GOODELL. This proposal to transfer the work experience programs of the Labor Department is one of the most contradictory actions that I think the committee took. Many of our colleagues on the other side of the aisle were extremely upset about this action.

I might say that the work experience program under title V has been delegated to HEW. It is a program for getting people off the welfare rolls. It logically belongs in HEW. They have coordinated their program and a variety of State and local programs. They have expanded effectively their previous programs to try to get people off the welfare rolls, particularly breadwinners.

Now, suddenly, when the program is getting underway, and it has been one of the more successful programs, we are going to transfer the responsibility and jurisdiction to an entirely different department and into an entirely different Department and into an entirely different complex of administration. It makes very little sense at all to do this. It does not belong under the manpower training program.

The theory of the work experience training program is quite different from the manpower training program. Here

is a program which, by giving special aid, by giving training to breadwinners, can give them jobs and get them off the public welfare rolls.

I oppose the transfer in the committee bill and strongly support the amendment offered by the gentleman from Missouri [Mr. CURTIS].

Mr. QUIE. Mr. Chairman, let me just conclude by quoting from Mr. Hilliard. He said:

The day MDTA can do what the Department of Welfare is doing under Title V, I will be glad to give it to them.

Mr. THOMPSON of New Jersey. Mr. Chairman, I move to strike the requisite number of words.

Mr. Chairman, I have noted very carefully this amendment by the gentleman from Missouri, and I cannot help but oppose it vigorously. Let me just point out one section of it which to me borders on the absurd. In section (c) it says:

Participants may engage in gainful employment without pay from their employers for limited periods up to a maximum of two years: *Provided*, That the Secretary shall determine that they are not being exploited as a source of free labor.

Mr. CURTIS. Mr. Chairman, will the gentleman yield?

Mr. THOMPSON of New Jersey. I yield to the gentleman from Missouri.

Mr. CURTIS. Mr. Chairman, if the gentleman thinks that is ridiculous, I suggest to the gentleman it is not.

Mr. THOMPSON of New Jersey. Mr. Chairman, I did not say it was ridiculous. I said it was absurd.

Mr. CURTIS. Then, absurd. I suggest to the gentleman to go and look at some of the sheltered workshops and see how they get people back into the labor field. It is frequently done in this fashion. This is not absurd.

Mr. THOMPSON of New Jersey. They get a little bit less than the minimum wage, but they do not work as free labor, as this would require.

Mr. CURTIS. Yes. Sometimes, that is correct. This is not my opinion. I suggest the gentleman go and check. It is obvious he knows nothing about the subject matter.

Mr. O'HARA of Michigan. Mr. Chairman, will the gentleman yield?

Mr. THOMPSON of New Jersey. I yield to the gentleman from Michigan.

Mr. O'HARA of Michigan. Mr. Chairman, I want to make the first point that we are not transferring this whole program to the Manpower Development and Training Act. The program will remain as before, with the sole exception of actual training and placement of workers, which will be done under the Manpower Development and Training Act.

I would like to call to the attention of the gentleman, if he will yield further, the language of the minority report, on page 157, where they say:

We feel there is much to be desired in the performance of HEW with regard to training individuals and placing them in jobs. That is why the Republicans proposed an amendment, arbitrarily rejected, that HEW be given full authority for the program which it now operates.

In other words, they are not satisfied, so they want to keep it the same. Mr.

Chairman, we were not satisfied either, and we decided to do something about it. That is what they are objecting to now.

Mr. GOODELL. Mr. Chairman, I move to strike the last word.

I will make only a brief reply. I do not want the RECORD to appear to be contradictory to the minority views. The basis for the statement was that we felt the work experience program would work much better if the Department of Health, Education, and Welfare had full control of it, if the Office of Economic Opportunity was not involved in it if the Department of Health, Education, and Welfare could run it the way they want to. We feel this way about most of the programs, that they logically belong in agencies that have full responsibility at the Cabinet level, without anybody looking over their shoulder.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Missouri [Mr. CURTIS].

The question was taken; and on a division (demanded by Mr. CURTIS) there were—ayes 33, noes 65.

So the amendment was rejected.

Mr. POWELL. Mr. Chairman, I move to strike the last word.

May I inquire how many amendments are in the offing?

The CHAIRMAN. The Chair will inform the gentleman there are none at the desk on this title, and the Clerk is prepared to read.

Mr. GOODELL. Mr. Chairman, will the gentleman yield for a reply?

Mr. POWELL. I yield to the gentleman from New York.

Mr. GOODELL. We have set aside all of our subsequent amendments. We feel the mood of the House is clear at this point. I believe we might logically, at this time, open the remainder of the bill for amendment at any point, because I believe there are two or three amendments from other Members which are not committee amendments as such. We can proceed expeditiously. I do not believe any will require any great length of time.

Mr. POWELL. How many amendments are there on the other side? Two? Three? Four? Five?

Mr. GOODELL. The gentlewoman from Oregon [Mrs. GREEN] has an amendment, on the other side.

Mr. POWELL. Mr. Chairman, I ask unanimous consent that further reading of the bill be dispensed with and that the bill be open to amendment at any point.

Mr. GOODELL. Mr. Chairman, reserving the right to object, will the gentleman give an assurance, if we are to open up the entire bill, which I think will speed up proceedings, that we will have time for the other Members to at least present amendments and have the debate that is involved? I do not believe it will take any great length of time.

Mr. POWELL. To open the entire bill from this point on.

The CHAIRMAN. Is there objection to the request of the gentleman from New York?

Mr. ASHBROOK. Mr. Chairman, reserving the right to object, I did not hear any assurance.

Mr. GOODELL. Do we have assurance we will be given adequate consideration?

Mr. POWELL. Adequate time, so long as there is not a filibuster or a motion to strike out the enacting clause.

Mr. GOODELL. I know the House is getting impatient. We have shelved the other amendments, and we will not object on that basis.

Mr. POWELL. Would 6:30 be a decent time?

Mr. QUIE. Mr. Chairman, if the gentleman will yield, rather than do that, we will give assurance that there will be no attempt to filibuster or to drag this out. Each one will state his presentation of the amendment as quickly as possible.

Mr. POWELL. I would say, if we have a 5-minute edge, 30 minutes, or 6:35.

Mr. GOODELL. Mr. Chairman, if the gentleman is going to move a specific time, then it is within the power of any single Member to object and the bill will have to be read. That will take as much time, reading the bill, and that will not save any time at all.

I believe the expeditious way is to proceed. These gentlemen are not going to filibuster.

Mr. POWELL. Mr. Chairman, let us proceed in regular order. Unless a committee filibuster develops, I agree on both sides we ought to limit the time.

Mrs. MINK. Mr. Chairman, have we dispensed with the reading of the rest of the titles? Is the amendment of title VI now in order?

The CHAIRMAN. The Clerk has not read title VI.

Mr. THOMPSON of New Jersey. Mr. Chairman, a parliamentary inquiry. My understanding was an agreement had been reached and Chairman POWELL asked unanimous consent and got it that the rest of the bill be considered as read and open for amendment at any point.

The CHAIRMAN. That is not the understanding of the Chair. It was my understanding that objection was heard to that unanimous-consent request. The Clerk will read and is now reading title VI.

Mr. QUIE. Mr. Chairman, I do not believe anyone would object if you would open this to amendment at any place.

Mr. GIBBONS. Let us go title by title. We are about there.

Mr. ASHBROOK. Mr. Chairman, I ask unanimous consent that title VI be considered as read and printed in the RECORD at this point and be open to amendment at any point.

The CHAIRMAN. Is there objection to the request of the gentleman from Ohio?

There was no objection.

Title VI is as follows:

TITLE VI—AMENDMENTS TO TITLE VI OF THE ACT
Administration—Encouragement of literacy training

SEC. 601. Title VI of the Act is amended by striking out section 603 and inserting in lieu thereof the following:

"Encouragement of literacy training

"SEC. 603. The Director shall stimulate and encourage States and local communities to encourage by all possible means each person over the age of eighteen, particularly those persons who are receiving welfare payments or other forms of public assistance, whose inability to read and write the English language, or lack of similar basic skills, constitutes a substantial impairment of his

employability, to participate in an adult education or other program which would improve his employability. The Director may make grants to States and their political subdivisions to assist them to meet the costs of carrying out this section."

Administration—Political activities

SEC. 602. Title VI of the Act is amended by inserting after section 603 (inserted by section 601) the following new section:

"Political activities

"SEC. 603-1 (a) No person whose compensation is paid, in whole or in part, from sums appropriated to carry out this Act shall take an active part in political management or in political campaigns, and no such officer or employee shall use his official authority or influence for the purpose of interfering with an election or affecting the result thereof. All such persons shall retain the right to vote as they may choose and to express, in their private capacities, their opinions on all political subjects and candidates. This section shall not apply to officers or employees of the United States or to volunteers in the Job Corps.

"(b) Whenever the United States Civil Service Commission finds that any person has violated subsection (a), it shall, after giving due notice and opportunity for explanation to the person concerned, certify the facts to the Director with specific instructions as to discipline or dismissal or other corrective action."

Coordination—Between Secretary of Labor and Director; information to State and local agencies

SEC. 603. Section 611 of the Act is amended by adding at the end thereof the following:

"(c) In order to insure the maximum coordination of programs and activities authorized by this Act with the programs and activities carried out by the United States Employment Service, the Director and the Secretary of Labor shall provide for such coordination at the local level with public employment offices throughout the country. The Director shall include, as a part of the annual report prescribed by section 608, a detailed and comprehensive description of the activities and actions taken pursuant to this subsection.

"(d) In order to insure that all Federal programs related to the purposes of this Act are utilized to the maximum possible extent, and in order to insure that all appropriate officials are kept fully informed of such programs, the Director shall establish procedures to assure prompt distribution to States and local agencies of all current information, including administrative rules, regulations and guidelines, required by such agencies for the effective performance of their responsibilities."

Information—Catalog and dissemination

SEC. 604. Section 613 of the Act is amended by inserting "(a)" after "Sec. 613." and by adding at the end thereof the following new subsection:

"(b) The Director shall publish and maintain on a current basis, a catalog of all Federal programs relating to individual and community improvement. The Director is further authorized to make grants from funds appropriated under title II of this Act, to States and communities to establish information service centers for the collection, correlation, and distribution of information required to further the purposes of this Act."

Title VI programs—Duration

SEC. 605. Section 615 of the Act is amended to read as follows:

"Duration of program

"SEC. 615. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such

fiscal year only such sums may be appropriated as the Congress may authorize by law."

Coordination—Transfers of funds

SEC. 607. Section 616 of the Act is amended by inserting after "this Act," the following: "or any Act authorizing appropriations for any such title (other than part C of title I)."

AMENDMENT OFFERED BY MRS. GREEN OF OREGON

Mrs. GREEN of Oregon. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mrs. GREEN of Oregon: On page 28, after line 22, insert the following:

"ADMINISTRATION—COMPARABILITY OF WAGES

"SEC. 603. Part A of title VI of the Act is amended by adding at the end thereof the following new section:

"COMPARABILITY OF WAGES

"SEC. 610-1. The Director shall take such action as may be necessary to assure that persons employed in carrying out programs financed under part A of title I or part A of title II shall not receive compensation at a rate which is in excess of the average rate of compensation paid in the State where the program is carried out to persons providing substantially comparable services."

Mrs. GREEN of Oregon. Mr. Chairman, I shall not take much time on this. I have discussed this on both sides of the aisle, with the chairman of the full committee and the gentleman from Florida [Mr. GIBBONS] and the minority members. This amendment has met with their approval.

Very briefly, it simply says that the salary levels that are to be paid in these programs must be comparable to the ones in existing programs or in existing institutions in the same geographical area. This will help to prevent the siphoning off of needed personnel from the schools and from other local programs which are limited by local tax revenues and the budgeted ceilings imposed upon them. It places local programs in a competitive position in recruiting the needed personnel. I urge its adoption.

AMENDMENT TO THE AMENDMENT OFFERED BY MR. ERLBORN

Mr. ERLBORN. Mr. Chairman, I offer an amendment to the amendment.

The Clerk read as follows:

Amendment offered by Mr. ERLBORN to the amendment offered by Mrs. GREEN of Oregon: At the end of the amendment add a new subsection, as follows:

"610-2. No person whose compensation exceeds \$6,000 per annum and is paid, in whole or in part, from sums appropriated to carry out programs financed under part A of title I or part A of title II shall be employed at a rate of compensation which exceeds by more than 20 percent the salary which he was receiving in his immediately preceding employment, but the Director may grant exceptions for specific cases. In determining salary in preceding employment for one regularly employed for a period of less than 12 months per year, the salary shall be adjusted to an annual basis."

Mr. ERLBORN. Mr. Chairman, I have submitted a copy of this amendment to Mrs. GREEN's amendment to the other side and, in fact, worked it out in cooperation with them. It is similar to the amendment I offered to title II, but now in title VI it will apply both to the Job Corps and the community action programs. I know of no objection to it.

Mr. EDMONDSON. Mr. Chairman, will the gentleman yield for a question on that particular point?

Mr. ERLBORN. I will be happy to yield to the gentleman.

Mr. EDMONDSON. How would the gentleman treat the question of employment of a student who had not been receiving compensation prior to his employment?

Mr. ERLBORN. Certainly, if he were being employed with a salary of less than \$6,000 a year, he would not come within the purview of the amendment, and I do not think the student would therefore be affected.

Mr. EDMONDSON. You do not think it would affect in any way a salary level that would be fixed for somebody who had been a student and was not employed in any way prior to entering this program?

Mr. ERLBORN. I believe this is correct. Certainly, if he is being employed at a salary of less than \$6,000 per year, by the explicit language of the amendment he would not be affected.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. ERLBORN. I yield to the gentleman from New York.

Mr. GOODELL. Mr. Chairman, I believe that as a matter of legislative history we should say that a student who had not been employed would undoubtedly be considered as having no specific previous salary to bring him or her under this provision. I think that would certainly be the understanding.

Mr. THOMPSON of New Jersey. Mr. Chairman, I move to strike the requisite number of words.

(Mr. THOMPSON of New Jersey asked and was given permission to revise and extend his remarks.)

Mr. THOMPSON of New Jersey. Mr. Chairman, I rise in opposition to the amendment.

Mr. GIBBONS. Mr. Chairman, will the gentleman yield?

Mr. THOMPSON of New Jersey. I yield to the gentleman from Florida.

Mr. GIBBONS. Mr. Chairman, I have looked over this amendment which has been offered by the gentlewoman from Oregon [Mrs. GREEN] and I have discussed it with the gentlewoman. I do not believe that it hurts the bill at all, and I support the amendment on the comparability of wages.

Mr. Chairman, I know that we have had trouble because we have had Federal funds in the Job Corps and we have had Federal funds in these other programs and it has created a tendency to move people from State and local programs into these Federal programs.

Mr. Chairman, it is my opinion that all of us must admit that this is true because the Federal pay is better.

Mr. Chairman, I believe this is a fair amendment and I support it and ask for its adoption.

Mr. THOMPSON of New Jersey. Mr. Chairman, I regret to disagree with the distinguished gentleman from Florida [Mr. GIBBONS] and the distinguished gentlewoman from Oregon [Mrs. GREEN], but this is comparability in reverse. The effect of this is that you send a highly

trained and skilled person whom you have recruited into an area where the pay is, let us say, for a teacher somewhere around \$1,800. And you will require that highly skilled person to go there and receive no more than \$1,800.

Mr. Chairman, we have just passed a minimum wage bill. This is exactly the reverse of the philosophy which we have maintained for a number of years, that you do not help the poorest by lowering those above them down to that level. It is, I would say, retrogressive.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield?

Mr. THOMPSON of New Jersey. I yield to the gentleman from Michigan.

Mr. WILLIAM D. FORD. Mr. Chairman, I am deeply concerned about the fact that this would practically eliminate interstate shifting of people. If this amendment is adopted we would, for example, cut out the incentive for anyone in the State of California, which I believe probably has one of the highest average rates paid for teachers, particularly in specialized training, to enter any poverty program and be employed in any other State. Consider taking a remedial teacher from the State of California being sent into, for instance, the State of Mississippi or one of the other States that is less fortunate in having resources to pay teachers.

Does the gentleman suppose that a teacher in the State of California would undertake a program which would pay in California perhaps three times as much for the same purpose, as it would pay in that deprived State, recognizing that all they have to do in order to receive the extra money is to stay in their own home State?

How would the gentleman get these people to move to these States that need them if we say, "If you go from the more affluent State to a State in greater need, you have to take, as a part of the decision to make that sacrifice, a cut in salary?"

Mr. THOMPSON of New Jersey. This goes not only to that question, but it is right within the States. There are such disparities that this would be unfair in many States, in the rural areas, where teachers are paid much, much less than they are in the urban areas.

Mr. Chairman, in my view, I believe the intent of the amendment which has been offered by the gentlewoman from Oregon [Mrs. GREEN] is good, but the effect of this language would be disastrous.

Mr. BELL. Mr. Chairman, I move to strike the requisite number of words.

(Mr. BELL asked and was given permission to revise and extend his remarks.)

Mrs. GREEN of Oregon. Mr. Chairman, I would like to quote from a memorandum put out by community action on August 26, 1966.

In this memo of August 26, they in effect say what we are trying to put into the law.

Let me read in "Policies Governing Compensation," this sentence:

Subject to this minimum, the salary for each position supported by OEO funds or provided as contribution to the non-Federal share shall accord with prevailing local prac-

tice for comparable positions in local public and/or private nonprofit agencies.

Then in regard to the amendment to my amendment offered by the gentleman on the other side of the aisle may I read one other sentence from this community action memo:

Any starting salary over \$5,000 which involves an increase of more than 20 percent or \$2,500, whichever is smaller, over an individual's previous salary must be approved by the OEO Regional Office. Sympathetic consideration will be given to requests for such approval that are based on discriminatory wage and other employment practices affecting an employee's work history.

It seems to me that in the amendment and in the amendment to the amendment that are being offered at this time, we are writing into the law the effect of the memo that was sent out by the office. In talking to other people, I think we are not doing any damage to the programs. We certainly are not seeking to depress wages. We simply are trying to prevent a raiding of existing programs by programs that are being paid for with 100-percent Federal funds.

It is my judgment that we should not strengthen one program if we have to do it at the expense of impoverishing other programs.

That is the purpose of this legislation. I appreciate the support that the gentleman from Florida [Mr. GIBBONS] has given on this legislation. I hope it will be approved by the House.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Illinois [Mr. ERLBORN] to the amendment offered by the gentleman from Oregon [Mrs. GREEN].

The question was taken and the Chairman announced the Chair was in doubt.

Mr. ERLBORN. Mr. Chairman, I ask for a division.

Mr. WILLIAM D. FORD. Mr. Chairman, a parliamentary inquiry.

The CHAIRMAN. The gentleman will state it.

Mr. WILLIAM D. FORD. In the event that the amendment offered by the gentleman from Illinois [Mr. ERLBORN] which is offered to the amendment offered by the gentleman from Oregon [Mrs. GREEN] is defeated at this time and the amendment offered by the gentleman from Oregon [Mrs. GREEN] is also defeated, would the Erlborn amendment then be in order if offered separately?

Mr. COLLIER. Mr. Chairman, a point of order. Is a parliamentary inquiry in order at this time during the vote?

The CHAIRMAN. The parliamentary inquiry was made before the Chair put the question pursuant to the demand of the gentleman from Illinois [Mr. ERLBORN] for a division.

In response to the parliamentary inquiry by the gentleman from Michigan, the Chair will state that the amendment may be offered later as a separate amendment.

The question was taken; and on a division (demanded by Mr. ERLBORN), there were—ayes 69, noes 27.

So the amendment to the amendment was agreed to.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Oregon [Mrs. GREEN], as amended.

The question was taken; and on a division (demanded by Mr. GIBBONS), there were—ayes 72, noes 36.

So the amendment, as amended, was agreed to.

AMENDMENT OFFERED BY MR. ASHBROOK

Mr. ASHBROOK. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. ASHBROOK: On page 31, after line 7, insert:

"LIMITATION ON SUPERGRADES

"SEC. 608. Title VI of the Act is amended by inserting the following section:

"SEC. 618. Of the positions approved for the Office of Economic Opportunity and its field offices, positions in the classification category of GS 16, 17, and 18 of the General Schedule of section 5332, title V, United States Code, shall not exceed one for every one hundred employees."

(Mr. ASHBROOK asked and was given permission to revise and extend his remarks.)

Mr. ASHBROOK. Mr. Chairman, this is a very simple, straightforward amendment. It requires that in the Office of Economic Opportunity the number of supergrades—GS-16, GS-17, and GS-18—be limited to a ratio of 1 for every 100 employees. One of the recurring complaints against the war on poverty has been the inordinate number of high salaries paid by the bureaucratic agency called OEO.

In the Department of Defense, the ratio of supergrades to other grades in the general schedule is approximately 1 to 1,175. In Agriculture it is about 1 to 525; in the Department of Health, Education, and Welfare the ratio is 1 to every 372 employees.

Now we come to the agency where the big money is found. In the Office of Economic Opportunity—according to the budget of the United States—supergrades in the first year of operation were handed out in a ratio of 1 for every 24 permanent employees. In fiscal 1966, last year, the budget estimate is that they have 1 supergrade for every 45 employees, and for this fiscal year the budget shows 1 for every 49 permanent employees. And this calculation does not take into account any of the highly paid consultants hired by OEO—but only the number of permanent Federal employees. Many abuses of OEO in using consultants at a rate of pay of \$60 to \$100 per day have already been documented.

It is noteworthy to look at how this program started and where it seems to be heading from a bureaucratic point of view. When Mr. Shriver, a gentleman for whom I personally have great respect, made his 68-page "The War on Poverty" presentation on March 17, 1964, he concluded on page 66 with a one-paragraph summary which said:

Summary: The organization of the Office of Economic Opportunity as described above would involve a Washington staff of 247, of whom 5 will be statutory and 16 will be supergrades, and a field staff of 65 direct hire personnel, of whom 11 would be supergrades.

Think of that. Compare that to the figures I will now place in the RECORD. Can there be any doubt that we need this amendment that I am offering? There are now 2,350 employees in OEO and 1 supergrade for every 45 employees.

Mr. Chairman, the record discloses that the poverty program is "where the money is" as the saying goes—at least from a bureaucratic point of view. Of the 2,350 administrative employees, excluding those at the local level, the top pay grades are as follows:

	Employees
\$26,000 to \$30,000-----	6
\$25,000 to \$26,000-----	24
\$19,600 to \$25,000-----	54
\$14,000 or more-----	521
\$10,619 or more-----	1,006

These figures have been taken from the President's fiscal 1967 budget at pages 1116 and 1117.

Mr. Chairman, grades 16, 17, and 18 are paid between \$19,619 and \$25,382 per year. It seems to me that if the Department of Health, Education, and Welfare can scrape by with only 1 of these positions for every 372 permanent employees, then surely Mr. Shriver can run his operation with a ratio that is 3½ times better, or 1 to 100. Here is the moment of truth. Is this a poverty program or a gigantic pork barrel slush fund? Let us see how the vote turns out.

Mr. POWELL. Mr. Chairman, will the gentleman yield?

Mr. ASHBROOK. I yield to the gentleman from New York.

Mr. POWELL. This is the first time we have agreed on anything. I think it is an excellent move. I for one am sick and tired of the supernumeraries, the supergraders around the OEO.

Mr. ASHBROOK. I think the gentleman will also agree that the major complaint leveled at OEO has been that there have been too many high-grade employees. I am glad that the gentleman agrees, and I yield back the balance of my time.

Mr. GIBBONS. Mr. Chairman, I rise in opposition to the amendment.

I do not want a lot of supergrades. But frankly I think that some of the illustrations which the gentleman from Ohio used here are not germane to the subject we are discussing. Of course, the Pentagon does not count as supergrades the generals, the admirals, and the colonels they have over there. In OEO we do not have all those generals, admirals, colonels, and captains.

The matter of supergrades is something that has been under the supervision and the general oversight of the Post Office and Civil Service Committee, and it is actually not something that has ever been taken up in this program. I would prefer to leave this matter of supergrades and allocation of supergrades in the agencies to the Post Office and Civil Service Committee. They have done it in the past, and they have done it I think very well. If there are too many supergrades over there now, then the Post Office and Civil Service Committee is the proper place to take this up.

I do not like to have many fancy, high-paid employees running around, but this,

I believe is a matter of a sort of retribution on OEO. I do not believe they are entitled to it. I put in the RECORD the other day all of the vacancies they had over there. I believe they are trying to administer a very complicated program under very adverse circumstances.

I believe Mr. ASHBROOK's amendment goes just far too far. I would ask that this committee vote down Mr. ASHBROOK's amendment. This is something that should be taken up by the Post Office and Civil Service Committee or by the other appropriate committees of this House that have to do with management of these supergrades.

This is not something we should deal with here in a very hasty manner on this floor at this late hour. I did not know about this amendment until about 20 minutes ago. I have had no opportunity to check it out and see what it would do to the agency. I believe it will be one of those embarrassing things we will have to take to the conference, and it will be one of the things we will have to give up when we find out what it will do to the agency.

I would ask the committee to vote this amendment down at this time.

Mr. ASHBROOK. Mr. Chairman, will the gentleman yield?

Mr. GIBBONS. I yield to the gentleman from Ohio.

Mr. ASHBROOK. Mr. Chairman, the gentleman received it at 4:30, not at 6 o'clock.

Secondly, there is no effort at retribution on OEO.

Mr. GIBBONS. Mr. Chairman, I do not want to yield any further.

The gentleman has never voted for this legislation since I have been in Congress. The gentleman is out to gut the bill, and I think this is a cute way to get at it.

Mr. ASHBROOK. Mr. Chairman, I demand that those words be taken down, about my amendment not being offered in good faith.

Mr. GIBBONS. Mr. Chairman, I apologize.

Mr. ASHBROOK. Mr. Chairman, I insist that the words be taken down.

The CHAIRMAN. The Clerk will report the words objected to.

Mr. GIBBONS. Mr. Chairman, I ask unanimous consent to withdraw the words to which objection was made.

The CHAIRMAN. The gentleman from Florida asks unanimous consent to withdraw the words to which objection was made. Is there objection to the request of the gentleman from Florida?

Mr. ASHBROOK. Mr. Chairman, reserving the right to object, I merely wish to point out that this was offered in good faith. It seems to me that this is one of the main objections to the program, and one of the reasons why I cannot vote for the program.

If the Department of Health, Education, and Welfare has one out of 372, they can certainly get along with one out of 100.

Mr. Chairman, I withdraw my reservation.

The CHAIRMAN. Is there objection to the request of the gentleman from Florida?

There was no objection.

Mr. POWELL. Mr. Chairman, I move to strike the requisite number of words.

Mr. Chairman, let us consider the District of Columbia antipoverty program. The District of Columbia United Planning Organization has 96 people in the poverty program that earn more than \$10,000 a year. Roughly, there is more than a million dollars involved, because some of them earn more than \$10,000.

I do not believe that anyone can speak with more authority on this program in the District of Columbia than our colleague from Illinois [Mr. PUCINSKI]. He has gone into this in depth, and his report is on record in the committee.

This program is one of the worst in the country. Its supergrades total more than a million dollars.

I do not know why we should have to wait for the Appropriations Committee. We did not wait for the Appropriations Committee or the Committee on Post Office and Civil Service when we just adopted the Green-Erlenborn amendment, which was adopted by a vote of 2 to 1.

I believe this is not retribution, at least not on my part, because I have been in the forefront of this fight from the very beginning. The 45 amendments to this act are constructive, from our side of the aisle, to make it a better act. One of them was the limitation on salaries. I believe this is a step forward.

Even if this is defeated—and I hope it will not be—at least I believe it will serve notice that steps should be taken to see that the money is not squandered on supergrade salaries. This is a program for the poor, and 1 out of 45 is getting a supergrade salary.

Mr. CEDERBERG. Mr. Chairman, will the gentleman yield?

Mr. POWELL. I yield to the gentleman from Michigan.

Mr. CEDERBERG. I believe it would be a mistake to let the RECORD indicate that the Appropriations Committee has control over the number of supergrades. We who serve on the Appropriations Committee do not allocate supergrades. We merely fund the necessary money for the agencies. If we were to put in each specific bill the number of supergrades allowed, that would be subject to a point of order as legislation on an appropriation bill. We appropriate the money, but we do not allocate supergrades.

Mr. RESNICK. Mr. Chairman, I rise in opposition to the amendment.

I should like to state that from my knowledge, not only in the OEO but in any industry or any management situation, to use a ratio as the gentleman from Ohio would use, has absolutely no validity at all.

In an electronics business one may very well have a ratio of so-called supergrades, such as engineers, if we wish to call them supergrades, of 100 trained people to 200 production workers. On the other hand, if the industry were making sausages, it might need only 1 trained person for 1,000 workers.

It seems to me that if we put any kind of artificial limit on we will hamper very badly the management of any organization.

These ratios have absolutely no valid-

ity in industry. As we go from industry to industry it will change.

I should also like to point out, and I believe the distinguished Chairman of the Committee will agree with me, that one of the real problems is how to fill these jobs. We cannot get qualified people to fill these supergrades, so to speak, because the qualified people are not available.

Mr. WILLIAM D. FORD. Mr. Chairman, will the gentleman yield?

Mr. RESNICK. I yield to the gentleman from Michigan.

Mr. WILLIAM D. FORD. I believe it is extremely important to read exactly what the amendment says. It says, "Of the positions approved for the Office of Economic Opportunity and its field offices."

I believe the figures the chairman gave a few minutes ago were for the United Poverty Organization of Washington, which would not be affected by this amendment. This is the Office of Economic Opportunity itself and its field offices.

We do not have a field office in the country with 100 employees.

This amendment says they cannot have more than 1 person of grades 16, 17, or 18 per 100 employees. There are 2,200 employees in the entire Office of Economic Opportunity. That would mean that to operate one of the largest educational programs, one of the largest training programs, one of the most novel programs we have ever had before us, we would restrict them to hiring 22 people in grades 16 and above.

I submit that they cannot operate this sophisticated type of program, which relies so very heavily on getting experienced people, particularly from the field of education and so on, under this kind of artificial limit.

I do not know whether 1 to 100 would close us up. I do not know whether 1 to 50 would close us up.

I submit, if there was some objection the gentleman had to the number of supergrades, when the bill came before us he should have attended the hearings and questioned Mr. Shriver about it, to make it a part of the record as to some explanation to satisfy him as to what these people do.

I do not believe we should try to find magic in a ratio.

I wonder what the ratio is for the supergrades for the U.S. attorneys of the Department of Justice. No one would suggest putting a limit on trying to run the office of the U.S. attorneys without lawyers.

Let us consider NASA. I wonder what the ratio is in NASA, where they hire physicists. How much do they pay to get a physicist?

To put these ratios on and to make a comparison between the Department of Agriculture and a highly sophisticated educational operation just does not seem to make any sense at all.

Really, I am not arguing that one to one hundred is necessarily a fatal sort of thing. I simply say to put a figure of any kind on any agency without relating that figure to the actual needs

of the agency and the type of personnel that agency has to recruit is not realistic.

Although the gentleman may find some agreement on this side with respect to the number of highly paid people running around in some phases of the poverty operation and in the Washington poverty CAP program, which is no part of Sargent Shriver's operation as a part of the Office of Economic Opportunity, he will not find agreement on this side with the concept that what they are doing in these locally organized and locally operated programs works to the detriment of the Office itself.

Mr. ASHBROOK. Mr. Chairman, will the gentleman yield?

Mr. RESNICK. I refuse to yield further at this time, but I would like to ask the gentleman from Michigan a question. I wonder if the gentleman could tell me this: I believe I heard somebody—and I forget who—but I believe it was the distinguished chairman of the House Education and Labor Committee say that the poverty-stricken people get the worst of everything, housing, jobs, and education; why should they receive the worst leadership as well. This amendment will assure our poor bad leadership as well.

The CHAIRMAN. The time of the gentleman from New York has expired.

Mr. RESNICK. Mr. Chairman, I ask unanimous consent that I may be allowed to proceed for 2 additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from New York?

Mr. MIZE. I object.

Mr. GOODELL. Mr. Chairman, I move to strike the last word.

Mr. ASHBROOK. Mr. Chairman, I hope the gentleman will yield for a minute.

Mr. GOODELL. First let me yield to Mr. RESNICK, and then I will yield to you.

Mr. RESNICK. If the gentleman from Michigan will respond, it seems the poor of this Nation get the worst of everything, whether it is houses, jobs, or education. Why should they also get the worst leadership? It seems to me, if we put this ratio in, it is exactly what would happen. We would limit the number of people—

Mr. GOODELL. I think the gentleman from Michigan answered your question and said that he agrees with you.

Mr. RESNICK. I am asking who said it. If I am not mistaken, I believe it was the distinguished chairman of the House Committee on Education and Labor.

Mr. GOODELL. I think the gentleman from Michigan has agreed with you.

Now I yield to the gentleman from Ohio [Mr. ASHBROOK].

Mr. ASHBROOK. Mr. Chairman, I thank the gentleman from New York for yielding.

I would point out, in response to what the gentleman from Michigan said, I did relate what I said to an organization that is completely compatible with OEO, that is, the HEW. I do not know how he feels OEO is that much different from HEW, where the ratio is 1 to every 372. So I

do not think the point is accurate that he makes. I am relating it to an organization in the field of labor and welfare and education, where the ratio is 1 to every 372. So I think that this is an amendment which is needed and that the House will support it.

Mr. GOODELL. Mr. Chairman, I would point out here that there are 2,350 permanent Federal employees budgeted for the Washington and regional offices of the Office of Economic Opportunity—2,350. Nearly half of them, 1,006, of this elite force, will get \$10,619 or more; at least 521 of them will be paid over \$14,600 according to the budget; at least 54 will get over \$19,600; and 24 will get over \$25,000; and 6 will get between \$26,000 and \$30,000. Now, \$26,000 is the pay of the U.S. Commissioner of Education. They have so many chiefs and so few Indians at OEO. They have more GS-15's than they have GS-9's; they have more GS-14's than they have GS-4's; they have more GS-13's than they have GS-7's; and they have exactly as many GS-16's at a base pay of \$19,619, as they have GS-2's at a base pay of \$3,814. The total salary bill for this palace guard next year will be \$21,739,000.

Mr. THOMPSON of New Jersey. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I will in just a moment.

I agree they need to get good people in and they need to get good people in HEW and the Office of Education and the other bureaus and departments of the Government. It seems to me this is way out of all proportion to what they need to get good people.

Now I yield to the gentleman from New Jersey.

Mr. THOMPSON of New Jersey. The gentleman talks statistics and pure statistics. How about the quality of these people? Would the gentleman concede—

Mr. GOODELL. Is the gentleman saying that the only place we need quality in the Federal Government is in OEO?

Mr. THOMPSON of New Jersey. No, but the gentleman is saying that OEO should not be the one place where we should recruit quality.

Mr. GOODELL. If we have to pay this kind of salary proportionately to the employees of all the departments of the Government, we will be broke awfully quickly.

Mr. THOMPSON of New Jersey. I will bet they need five super grades just to answer the questions you send over there.

Mr. GOODELL. They might if they answered them, but we cannot get the answers.

The CHAIRMAN. The question is on the amendment of the gentleman from Ohio [Mr. ASHBROOK].

The question was taken; and on a division (demanded by Mr. ASHBROOK), there were—ayes 62, noes 59.

Mr. GIBBONS. Mr. Chairman, I demand tellers.

Tellers were ordered, and the Chairman appointed as tellers Mr. GIBBONS and Mr. ASHBROOK.

The Committee again divided, and the tellers reported that there were—ayes 89, noes 76.

So the amendment was agreed to.

AMENDMENT OFFERED BY MRS. MINK

Mrs. MINK. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mrs. MINK: On page 31, after line 7, insert the following:

"COORDINATION—TRUST TERRITORY

"SEC. 608. Effective for fiscal years beginning after June 30, 1966, section 609(a) of the Economic Opportunity Act of 1964 is amended by striking out 'for purposes of title I and part A of title II,' and inserting 'for purposes of title I and parts A and B of title II' in lieu thereof."

The CHAIRMAN. The gentlewoman from Hawaii is recognized for 5 minutes.

Mrs. MINK. Mr. Chairman, this is a conforming amendment to the two amendments that I offered earlier to title II which includes the trust territory region in the adult basic education program. It is necessary to add this section 608 in order to conform the earlier amendments.

Mr. QUIE. Mr. Chairman, will the gentlewoman yield?

Mrs. MINK. I yield to the gentleman.

Mr. QUIE. We will accept the amendment.

The CHAIRMAN. The question is on the amendment offered by the gentlewoman from Hawaii [Mrs. MINK].

The amendment was agreed to.

AMENDMENT OFFERED BY MR. ANDREWS OF NORTH DAKOTA

Mr. ANDREWS of North Dakota. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. ANDREWS of North Dakota: On page 31, after line 7, insert:

"SEC. 608. Title VI of the Act is amended by inserting after section 617 the following new section:

"LIMITATION OF FEDERAL ADMINISTRATIVE EXPENSES

"SEC. 618. The total administrative expenses, including the compensation of Federal employees, incurred by Federal agencies under the authority of this Act for any fiscal year shall not exceed ten percent of the amount authorized to be appropriated by this Act for that year: Provided, however, that grants, subsidies, and contributions, and payments to individuals other than Federal employees shall not be counted as an administrative expense."

The CHAIRMAN. The gentleman from North Dakota [Mr. ANDREWS] is recognized for 5 minutes.

Mr. ANDREWS of North Dakota. Mr. Chairman, the hour is late and I shall not take my entire 5 minutes.

Briefly, Mr. Chairman, this amendment limits the administrative costs under the program to not more than 10 percent of the funds authorized in the program.

We have heard a lot of stories and tales in the last 2 days of the debate about the high cost of poverty employees at the Federal level. Certainly, I would have liked to have broadened the amendment to include local projects where, in our State, sometimes more than 50 percent

of the funds are used for administrative purposes.

I would like to say, however, that this amendment does not include teachers' salaries, this does not include Job Corps members, just salaries and expenses of employees at the administrative level.

It is a beginning, and I sincerely hope it can be adopted now and then broadened next year so as to insure that the bulk of the funds appropriated under this program get through to those for whom the program was supposedly set up.

I yield back the balance of my time.

The CHAIRMAN. The question is on the amendment of the gentleman from North Dakota [Mr. ANDREWS].

The amendment was agreed to.

AMENDMENT OFFERED BY MR. LIPSCOMB

Mr. LIPSCOMB. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. LIPSCOMB: On page 27, immediately following line 9, insert the following:

"ELIMINATION OF SPECIAL PRINTING AUTHORITY OF DIRECTOR

"SEC. 601. Section 602(m) of the Act (42 U.S.C. 2942(m)) is amended to read as follows:

"(m) expend funds made available for purposes of this Act—

"(1) for printing and binding, in accordance with applicable law and regulation; and

"(2) without regard to any other law or regulation, for rent of buildings and space in buildings and for repair, alteration, and improvement of buildings and space in buildings rented by him; but the Director shall not utilize the authority contained in this subparagraph (2)—

"(A) except when necessary to obtain an item, service, or facility, which is required in the proper administration of this Act, and which otherwise could not be obtained, or could not be obtained in the quantity or quality needed, or at the time, in the form, or under the conditions in which, it is needed, and

"(B) prior to having given written notification to the Administrator of General Services (if the exercise of such authority would affect an activity which otherwise would be under the jurisdiction of the General Services Administration) of his intention to exercise such authority, the item, service, or facility with respect to which such authority is proposed to be exercised, and the reasons and justifications for the exercise of such authority; and."

And redesignate the section numbers and references of the bill accordingly.

Mr. LIPSCOMB (interrupting the reading). Mr. Chairman, I ask unanimous consent that the amendment be considered as read and printed in the RECORD. I have previously given a copy to the gentleman from Florida [Mr. GIBBONS].

The CHAIRMAN. Is there objection to the request of the gentleman from California?

There was no objection.

The CHAIRMAN. For what purpose does the gentleman from Florida rise?

Mr. GIBBONS. Mr. Chairman, will the Chair again state the request? Frankly, I was not on the floor, and did not hear the discussion on the amendment that was just adopted.

The CHAIRMAN. The gentleman was on the floor. I saw him on the floor.

Does the gentleman in the well ask unanimous consent that his amendment be considered as having been read?

Mr. GIBBONS. I certainly have no objection to the amendment.

The CHAIRMAN. There were no objections at that time.

If there is a request that the amendment of the gentleman from California be re-reported, such a request would be in order.

Mr. GIBBONS. I have no objection to the amendment of the gentleman from California [Mr. LIPSCOMB] on printing. It is your printing amendment, is it not?

Mr. LIPSCOMB. Yes.

The CHAIRMAN. The gentleman from California is recognized for 5 minutes.

(Mr. LIPSCOMB asked and was given permission to revise and extend his remarks.)

Mr. LIPSCOMB. Mr. Chairman, the amendment which I have offered to H.R. 15111 is intended only to eliminate the special printing authority of the Director of the Office of Economic Opportunity which now permits him to obtain printing without complying with printing laws and regulations which are followed by other departments and agencies of the Government. In some instances, special grades of paper and excessive use of color has been used for printing procured directly by OEO which would not have been permitted if the printing had been obtained by or through the Government Printing Office. The Joint Committee on Printing, of which I am a member, issues Government paper specification standards which adequately serve the printing needs of departments and agencies of the Government. It is the opinion of the Joint Committee on Printing that types, grades, or weights of paper other than those contained in the Government paper specification standards generally constitute waste in public printing. No reason OEO should not be under some rules and regulations. It is understood that the Office of Economic Opportunity now receives guidance from the Government Printing Office in the fulfillment of many of their printing needs.

Mr. Chairman, I yield back the balance of my time.

Mr. CURTIS. Mr. Chairman, will the gentleman yield?

Mr. LIPSCOMB. I yield to the gentleman from Missouri.

Mr. CURTIS. Will the gentleman tell the House what the amendment is?

Mr. LIPSCOMB. Mr. Chairman, this amendment is intended only to eliminate the special printing authority that the Director of the Office of Economic Opportunity has, which now permits him to obtain printing without complying with certain rules and regulations that are now in existence for all Government printing.

The Joint Committee on Printing, of which I am a member, believes that they should comply with all the rules and regulations that come under the commit-

tee, and therefore we feel it would be a good amendment.

The CHAIRMAN. The question is on the amendment offered by the gentleman from California [Mr. LIPSCOMB].

The amendment was agreed to.

AMENDMENT OFFERED BY MR. COLLIER

Mr. COLLIER. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. COLLIER: On page 31, after line 7, insert:

"SEC. 608. No funds appropriated under the authority of this Act shall be used to provide bail to secure the appearance of any person in court who has been arrested for participating in or instigating a civil disorder."

The CHAIRMAN. The gentleman from Illinois is recognized for 5 minutes.

Mr. COLLIER. Mr. Chairman, I ask unanimous consent, in the light of the fact that the amendment adopted just prior to this one was entitled "608," that the technical change be made, and that this be section 609.

The CHAIRMAN. Is there objection to the request of the gentleman from Illinois?

Mr. GIBBONS. Mr. Chairman, I am sorry. I did not hear the request of the gentleman.

Mr. COLLIER. Mr. Chairman, I made the unanimous-consent request that in the light of the fact that the previous amendment, which was accepted, was identified as "section 608," it then becomes technically necessary to change the numbering of this section, which the Clerk read as "608," to read "section 609."

The CHAIRMAN. Without objection, it is so ordered.

There was no objection.

Mr. COLLIER. Mr. Chairman, the purpose of this amendment, I believe, is clear and concise both in language and in purpose and intent. There have been repeated instances in the past couple of years where poverty funds have been used to post bail where arrests have been made.

It is not my intention in this amendment—and I believe it is clear that it does not intend this—to prohibit the use of these funds in posting bail bond to secure the appearance of a defendant in court, unless it develops from a situation such as we had in Syracuse, where three OEO employees indulged in a civil disorder, which led to their arrest. They did, in fact, I might say, stay in a public building after closing time and refused to leave.

I do not believe that using the taxpayers' funds to post bonds in such cases is proper, nor do I think it in any way fights poverty, and I presume the purpose of this bill is to continue the war on poverty.

I might say also, in another instance which developed in North Carolina, I took occasion to write the Department. I received a letter from Mr. Calvin Kytte, who is Acting Director of the Community Relations Service, in which he said to me that the incident that developed in North Carolina was one where someone, who was not aware of the legal

rights in this area, did, in fact, commit the Federal Government to the posting of bond. Incidentally, bail was subsequently provided by persons from a private source. Later Mr. Kytle says—and I ask the House to listen to this, because I believe it carries out the intent of my amendment—and I am quoting from Mr. Kytle's letter:

It is neither the policy nor practice of the agency to use Federal funds for bail, and appropriate steps have been taken to avoid the repetition of the Allendale incident.

I know every Member of this House, as I do, respects the constitutional right of everyone to petition, but I have heard many Members of this House, and many people in high places of government, deplore civil disorders in that connection. I can say that if this amendment is adopted, at least it will go a short way to discourage the type of thing that most of the Members at one time or another have deplored, and that is civil disorders in connection with any type of public demonstration.

Mr. Chairman, I move the adoption of this amendment.

Mr. WILLIAM D. FORD. Mr. Chairman, I rise in opposition to the amendment. Mr. Chairman, I would like to direct a question to the gentleman who just preceded me in the well, and yield to him for the purpose of answering that question.

Do I understand the import of the gentleman's amendment to be that under no circumstances, regardless of what level of the administration were consulted on it, could funds for the operation of the Job Corps, for example, be used to post temporary bail to guarantee the recognition of the person charged with the violation of the civil law, if that violation of the law was one arising out of an alleged civil disorder?

Mr. COLLIER. The gentleman understands my amendment correctly.

Mr. WILLIAM D. FORD. In other words, if a boy is arrested for breaking and entering, it is all right for us to make his bond?

Mr. COLLIER. That would be a civil charge. I believe the gentleman would agree to that.

Mr. WILLIAM D. FORD. The question I am asking is whether we limit the restriction the gentleman is proposing to those persons accused of having been involved in a public demonstration while at the same time permitting us to make bail for a boy who might be charged with holding up a gas station?

Mr. COLLIER. To the extent that the supergrades and the authorities who make these decisions, who should have the judgment and qualifications, would decide whether or not they should post such bonds.

Mr. WILLIAM D. FORD. That is not the way I understand the amendment. The way I understand the amendment, it would prohibit the posting of bond in any circumstances where the charge lodged against the boy was that he participated in a civil disturbance.

Mr. COLLIER. That is correct.

Mr. WILLIAM D. FORD. But if he were charged with armed robbery, or

even murder, conceivably under the amendment it would not bar the posting of bond.

Mr. COLLIER. Of course, the gentleman realizes that would be a criminal felony. In such instances I would hope that the determination, beyond the area which my amendment would cover, by those in charge of the OEO program, by those who have authority to make this determination, would be by exercise of such minimal judgment as would be required to do so.

Mr. WILLIAM D. FORD. I thank the gentleman. I believe the gentleman has made it abundantly clear that his prohibition would apply to a very specific type of charge against these people.

Mr. O'HARA of Michigan. Mr. Chairman, will the gentleman yield?

Mr. WILLIAM D. FORD. I yield to the gentleman from Michigan.

Mr. O'HARA of Michigan. I thank the gentleman for yielding.

I believe we should keep in mind that these people are accused of the crime which the amendment offered by the gentleman from Illinois would apply to.

They are accused of a particular type of crime. We do not have any notion as to whether or not they may be guilty or nor guilty. Even in a case when the Job Corps camp director knew that the young person was sitting in his office during the time that the offense was alleged to have occurred, he could not post bond for him.

I believe it would be a very poor precedent to prejudge that matter so far as the amendment would prejudge it.

Mr. COLLIER. Mr. Chairman, will the gentleman yield?

Mr. WILLIAM D. FORD. I yield to the gentleman.

Mr. COLLIER. Is not that same situation applicable in any instance when bond is demanded of anyone? So far as it being before conviction, I know of no instance where anyone is required to put up a bond other than to assure his appearance in court.

Mr. WILLIAM D. FORD. He could sit in the jail and indefinitely wait for trial, or make bail. But under the Constitution he has the constitutional right to be brought forthwith before a magistrate after arrest, and to have bail set. From that point on it is a question of languishing there without assistance.

I do not believe our quarrel with the amendment goes to that. Our quarrel is with respect to the point of singling out a particular type of accusation that would totally disqualify anyone from exercising any discretion.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Illinois [Mr. COLLIER].

The amendment was rejected.

The CHAIRMAN. The Clerk will read.

The Clerk read as follows:

TITLE VII—TECHNICAL AMENDMENT TO TITLE VII OF THE ACT

Sec. 701. (a) Section 701(a) of the Act is amended by striking out "and XVI" and inserting in lieu thereof "XVI, and XIX".

(b) No funds to which a State is otherwise entitled under title XIX of the Social Security Act for any period before October 1, 1967, shall be withheld by reason of any action

taken pursuant to a State statute which prevents such State from complying with the requirements resulting from the amendment made by subsection (a).

TITLE VIII—REVISION OF PROVISIONS RELATING TO VISTA

SEC. 801. The Act is amended by adding at the end thereof the following new title:

"TITLE VIII—VOLUNTEERS IN SERVICE TO AMERICA "Statement of purpose

"Sec. 801. It is the purpose of this title to enable and encourage volunteers to participate in a personal way in the war on poverty, by living and working among deprived people of all ages in urban areas, rural communities, on Indian reservations, in migrant worker camps, and Job Corps camps and centers; to stimulate, develop and coordinate programs of volunteer training and service; and, through such programs, to encourage individuals from all walks of life to make a commitment to combating poverty in their home communities, both as volunteers and as members of the helping professions.

"Authority to establish VISTA program

"Sec. 802. (a) The Director is authorized to recruit, select, train, and—

"(1) upon request of State or local agencies or private nonprofit organizations, refer volunteers to perform duties in furtherance of programs combating poverty at a State or local level; and

"(2) in cooperation with other Federal, State, or local agencies involved, assign volunteers to work (A) in meeting the health, education, welfare, or related needs of Indians living on reservations, of migratory workers and their families, or of residents of the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, or the Trust Territory of the Pacific Islands; (B) in the care and rehabilitation of the mentally ill or mentally retarded under treatment at nonprofit mental health or mental retardation facilities assisted in their construction or operation by Federal funds; and (C) in connection with programs or activities authorized, supported, or of a character eligible for assistance under this Act.

"(b) The referral or assignment of volunteers under this section shall be on such terms and conditions (including restrictions on political activities that appropriately recognize the special status of volunteers living among the persons or groups served by programs to which they have been assigned) as the Director may determine; but volunteers shall not be so referred or assigned to duties or work in any State, nor shall programs under section 805 be conducted in any State without the consent of the Governor.

"Volunteer support

"Sec. 803. The Director is authorized to provide to all volunteers during training pursuant to section 802(a) and to volunteers assigned pursuant to section 802(a)(2) such stipend, not to exceed \$50 per month (or, in the case of volunteer leaders designated in accordance with standards prescribed by the Director, not to exceed \$75 per month), such living, travel, and leave allowances, and such housing, transportation (including travel to and from the place of training), supplies, equipment, subsistence, clothing, and health and dental care as the Director may deem necessary or appropriate for their needs.

"Application of provisions of Federal law

"Sec. 804. (a) Each volunteer under section 802 shall take and subscribe to an oath or affirmation in the form prescribed by section 104(d) of this Act, and the provisions of section 1001 of title 18, United States Code, shall be applicable with respect to such oath or affirmation; but, except as provided in subsection (b) of this section, such volunteers shall not be deemed to be Federal employees and shall not be subject to the pro-

visions of laws relating to Federal employment, including those relating to hours of work, rates of compensation, and Federal employee benefits.

"(b) All volunteers during training pursuant to section 802(a) and such volunteers as are assigned pursuant to section 802(a) (2) shall be deemed Federal employees to the same extent as enrollees of the Job Corps under section 106 (b), (c), and (d) of this Act except that for purposes of the computation described in paragraph (2)(B) of section 106(c) the monthly pay of a volunteer shall be deemed to be that received under the entrance salary for GS-7 under the Classification Act of 1949.

"Special programs and projects"

"Sec. 805. The Director is authorized to conduct, or to make grants, contracts, or other arrangements with appropriate public or private nonprofit organizations for the conduct of, special programs in furtherance of the purposes of this title. Such programs shall be designed to encourage more effective or better coordinated use of volunteer services, including services of low-income persons, or to make opportunities for volunteer experience available, under proper supervision and for appropriate periods, to qualified persons who are unable to make long-term commitments or who are engaged in or preparing to enter work where such experience may be of special value and in the public interest. Individuals who serve or receive training in such programs shall not, by virtue of such service or training, be deemed to be Federal employees and shall not be subject to the provisions of laws relating to Federal employment, including those related to hours of work, rates of compensation, and Federal employee benefits; except that such individuals who receive their principal support or compensation with respect to such service or training directly from the Director or his agent for payment shall be deemed Federal employees to the same extent as volunteers assigned pursuant to section 802(a) (2) of this Act. Not to exceed 15 per centum of the sums appropriated or allocated from any appropriation to carry out this title for any fiscal year may be used for programs under this section.

"Duration of program"

"Sec. 806. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law."

TITLE IX—TECHNICAL AMENDMENTS

SEC. 901. (a) Title I of the Act is amended by inserting immediately before section 110 a heading for such section to read as follows:

"Youth Conservation Corps"

(b) Title II of the Act is amended by redesignating section 219 of part C as section 219-1.

(c) Section 213 of the Act is amended by striking out "this section" and inserting in lieu thereof "section 214".

TITLE X—AMENDMENTS TO MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

SEC. 1001. (a) The Manpower Development and Training Act of 1962 is amended by inserting the following after the period at the end of section 201: "Whenever appropriate, the Secretary of Labor shall coordinate and provide for combinations of programs, to be pursued concurrently or sequentially, under this Act with programs under other Federal acts, where the purposes of this Act would be accomplished thereby."

(b) The Manpower Development and Training Act of 1962 is amended by adding at the end of section 203(c) the following: "Notwithstanding any provision to the contrary in this subsection or in subsection (h), the Secretary may refer any individual who

has completed a program under part B of title I of the Economic Opportunity Act of 1964 to training under this Act, and such individual may be paid a training allowance as provided in section 203(a) of this Act without regard to the requirements imposed on such payments by the preceding sentences of subsection (c) or by subsection (h) of this section. Such payments shall not exceed the average weekly gross unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payments during the most recent four-calendar-quarter period for which such data are available. Such persons shall not be deemed youths for the purpose of applying the provision under this subsection limiting the number of youths who may receive training allowances."

(c) The Manpower Development and Training Act of 1962 is amended by inserting the following after part C of title II:

"Part D—Work experience and training programs"

"SEC. 251. (a) The Secretary of Labor in cooperation with the Secretary of Health, Education, and Welfare shall provide, under this part, program for needy persons who require work experience or special family and supportive services, as well as training, in order that they may be assisted to secure and hold regular employment in a competitive labor market. Such programs shall—

"(1) provide for the selection of participants pursuant to procedures and criteria jointly prescribed by the Secretary of Labor and the Secretary of Health, Education, and Welfare;

"(2) include pretraining services and basic maintenance, health, family and day care, counseling, and similar social services, and basic education, as provided by the Secretary of Health, Education, and Welfare pursuant to section 502 of the Economic Opportunity Act of 1964, as amended;

"(3) provide through agreements with appropriate public or private nonprofit agencies, work experience to the extent required to assist participants in developing necessary work attitudes or to prepare them for work or training involving the acquisition of needed skills;

"(4) provide testing, counseling, training either on or off the job (including classroom instruction where needed through appropriate arrangements agreed to by the Secretary of Labor and the Secretary of Health, Education, and Welfare), to assist participants to develop their occupational potential, improve their occupational level and secure promotion or advancement;

"(5) provide, through appropriate arrangements with employers, labor organizations, other public and private agencies, for development where needed of additional employment opportunities for participants, for job referral and follow-up services required to assist participants in securing and retaining employment and securing possibilities for advancement; and

"(6) provide, in accordance with the criteria prescribed in section 104 of this Act, relocation assistance to involuntarily unemployed individuals where the Secretary of Labor determines they cannot reasonably be expected to secure full-time employment in the community in which they reside.

"(b) In developing and approving programs under this part, the Secretary of Labor shall give priority to programs with a high-training potential and which afford the best prospects for contributing to the upward mobility of participants.

"(c) Notwithstanding any other provision of this Act, the provisions of section 503 of the Economic Opportunity Act of 1964, as amended, shall govern the use and apportionment among the several States of funds provided pursuant to such Act for the purpose of carrying out this part."

TITLE XI—AMENDMENTS TO EDUCATION ACTS

SEC. 1101. (a) Section 205(b) (2) (A) (iv) of the National Defense Education Act of 1958 is amended by striking out "section 603" and inserting in lieu thereof "title VIII".

(b) (1) Section 427(a) (2) (C) of the Higher Education Act of 1965 is amended (1) by striking out "or" before "(iii)", and (2) by inserting immediately after "Peace Corps Act," the following: "or (iv) not in excess of three years during which the borrower is in service as a volunteer under title VIII of the Economic Opportunity Act of 1964."

(2) The amendments made by this section shall not apply to any loan outstanding on the effective date of this Act without the consent of the borrowers.

Mr. GIBBONS (interrupting the reading of the bill). Mr. Chairman, I ask unanimous consent that title VIII and all titles from here on in the bill be considered as read, printed in the RECORD at this point, and open to amendment at any point.

The CHAIRMAN. Is there objection to the request of the gentleman from Florida?

There was no objection.

AMENDMENT OFFERED BY MR. BROYHILL OF VIRGINIA

Mr. BROYHILL of Virginia. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. BROYHILL of Virginia: On page 41, after line 5, insert the following:

"TITLE XII—GENERAL PROVISIONS"

"SEC. 1201. No part of the funds authorized to be appropriated by this Act to carry out the provisions of the Economic Opportunity Act of 1964 shall be used to provide payments, assistance, or services, in any form, with respect to any individual who—

"(1) incites, promotes, encourages, or carries on, or facilitates the incitement, promotion, encouragement, or carrying on of, a riot or other civil disturbance in violation of Federal, State, or local laws designed to preserve the peace of the community concerned or to protect the persons or property of residents of such community; or

"(2) assists, encourages, or instructs any person to commit or perform any act specified in paragraph (1)."

Mr. BROYHILL of Virginia. Mr. Chairman, the purpose of my amendment is to prohibit the payment of Federal funds under this act to any individual who incites, promotes, encourages, or carries on, or facilitates the incitement, promotion, encouragement, or carrying on, of a riot or other civil disturbance in violation of Federal, State, or local laws designed to preserve the peace of the community or to protect the persons or property of residents therein. Such prohibition would also extend to persons who assist, encourage, instruct any other person to commit or perform such acts.

No government can survive, Mr. Chairman, if it finances its own destruction.

Lawful protest, Mr. Chairman, strengthens us; lawlessness destroys us.

If we aid those seeking to riot, finance those intent on destroying law and order, by providing them with funds from the very government they are bent on destroying, we are fueling the fires of that destruction.

Lawful conduct is the cornerstone of our constitutional privileges.

Officials of most duly established governing bodies, in their oaths of office, swear to protect and defend the Constitution of the United States, or the constitutions of the various States and the local governments they serve.

Unlawful conduct, the denying of the use of public property whether it is a street or a place of business, a home or a church, is a direct violation of constitutional rights and a stepping stone to anarchy.

For reasons beyond the understanding of most Americans, this is being condoned today by high administration officials in public comments or by their silence.

We cannot tolerate this and remain free, and for this reason Mr. Chairman, I urge the speedy adoption of this amendment.

Federal employees, and those paid by Federal funds, should not only obey the law, they should set an example for others to follow in obeying them. Unfortunately our streets are all too often filled these days and nights with individuals who are paid by Federal funds in one form or another.

This amendment, Mr. Chairman, will relieve them of the burden of rioting or the burden of violating their sworn obligations to uphold the law.

Either all of us must obey the law or none of us.

If we choose to live by the law, as we have for more than 300 years, then we must enforce those laws as they are written. And at the forefront of those who should do so must be the leaders of the Nation and those who are employed and paid by the Nation to assist them.

We can have it no other way and survive, Mr. Chairman.

Mr. Chairman, as most of my colleagues know, a so-called action group, based in Montgomery County, Md., known as ACCESS—Action Coordinating Committee To End Segregation in the Suburbs—has gained wide publicity in recent weeks by walking the circumferential highway protesting alleged discrimination in housing in Maryland and Virginia, and has just announced its intention to spend 3 days over a weekend walking some 14 miles through my congressional district. All of us pray, Mr. Chairman, that no difficulty will erupt during this 3-day and 2-night march, but experience in Chicago and elsewhere has shown that the danger does exist.

For the past few weeks, ACCESS has chosen to protest against the Buckingham Apartments in Arlington, Va. But the Buckingham Apartment development has certainly not been the only victim of the actions of this group. Owners of almost every business establishment located within close proximity of the Buckingham Apartments have suffered severe business losses because the protesters, not restricting themselves to picketing the actual Buckingham rental office, have consistently refused to walk in areas where they will not prevent persons from entering and leaving the various other shops and businesses in the area.

Arlington police, responding to appeals from businessmen in the vicinity, asked the leaders of ACCESS to discuss this problem with them.

I am told that in response to a request to the cochairman of ACCESS, one Mr. William N. Hobbs, that they refrain from interfering with the businesses having no connection with the controversy, Mr. Hobbs pointed his finger at a high ranking police officer and said, and I quote:

We intend to disrupt the Arlington businesses and the community as much as we can * * * and the police department will protect us.

Mr. William N. Hobbs is an administrative assistant, working in the Public Information Office of the United Planning Office in Washington, D.C., at a salary of \$7,770. He is also cochairman of ACCESS.

Also at the meeting with Arlington officials at which this threat was made, was Mr. John Robinson, the local project leader who acts as a community organizer for the Arlington division of UPO, at a salary of \$5,582. Also present was Mr. Alan McSurely, whose present title at UPO is that of training officer, but who was formerly director of suburban projects, and Mr. Robinson's supervisor, at a salary of \$12,600.

Mr. James Banks, Director of the United Planning Organization, acknowledges that the UPO personnel policy is that their staff shall not take positions of leadership with any community groups engaged in such crusades as that which Hobbs is leading for ACCESS. Therefore, these men are violating UPO policy. However, Mr. Banks informed a staff member of the Education and Labor Committee that he does know of the leadership of members of his staff in this group and he has evidently made no effort to stop them from doing so.

Mr. Chairman, \$20 million in Office of Economic Opportunity funds have gone to the United Planning Organization in the District of Columbia this year, in addition to other funds they received from the Department of Health, Education, and Welfare.

It is for these and other reasons, Mr. Chairman, that I now introduce an amendment to H.R. 15111.

Mr. GIBBONS. Mr. Chairman, will the gentleman yield?

Mr. BROYHILL of Virginia. I am glad to yield to the gentleman.

Mr. GIBBONS. Mr. Chairman, we will accept the amendment.

Mr. BUCHANAN. Mr. Chairman, I rise in support of the Broyhill amendment and congratulate the gentleman for offering it. There is certainly evidence which indicates the need for such a prohibition in the record of the OEO to date.

This may partially explain the veil of secrecy around the decisions of the strategists in charge of the war on poverty. Washington Post writers Rowland Evans and Robert Novak report:

The poverty council * * * got off the track again at the last meeting—

Which featured—

a little lecture delivered by poverty czar Sargent Shriver on the need for safeguarding secrets in the war on poverty as though they involved military security. "The poverty council can accomplish nothing," he asserted, "if its deliberations become public knowledge."¹

The Office of Economic Opportunity may, in fact, have some secrets which it would rather not reveal to the white light of public inspection. There are, indeed, some strange soldiers in the ranks of the battalions charged with the banishment of poverty.

There is mounting evidence of involvement of subversive elements and of left-wing extremists in the antipoverty program, using tax money granted by the OEO for the eradication of poverty to achieve their own ends and advance their own philosophy.

It is no secret, however, that the Communist Party plans to infiltrate the poverty program's administrative groups. Listen to Henry Winston, a Communist spokesman, who outlined such strategy in a recent statement. He said:

Today, the Economic Opportunity Act contains a section (Title II) which calls for "maximum feasible participation" of the poor themselves in the fight against poverty. It has already become the basis for organizing struggles in the slums and ghetto communities, and it offers the point of departure for helping to rally the rank-and-file millions into a powerful mass movement which can in turn serve to strengthen the role of the trade union movement in the country.²

The Communists, by injecting themselves into the three major disruptive areas of the American scene today—the anti-Vietnam demonstrations, civil rights, and economic welfare struggles—have developed a coalition with which this Congress needs to be vitally concerned. The same Henry Winston who spoke of communistic exploitation of the poor in the previous quote admits:

The merger of the three major currents of struggle—for peace, civil rights, and economic welfare—can develop into a mighty anti-monopoly coalition. The Communist Party, despite all difficulties, has been a part of these struggles. It has contributed much to their advance and can help even more to advance this process of development in the future.³

Mr. Chairman, I am not contending that the war on poverty has been captured by Communist or leftwing extremists. But this does appear to be the goal of the extremists in much the same fashion as the Communists tried—unsuccessfully—to take control of the labor union movement a generation ago. Most of the people engaged in the war on poverty are stable and dedicated Americans, I am sure. It is, I believe, their aim to uplift the Nation's poor, not exploit them. But, Nation's Business magazine observes that even though the OEO has now forbidden the hiring of employees suspected of disloyalty to the

¹ "Troubled Political Water," The Washington Post, September 11, 1966.

² Riesel, Victor, "Communist Party Plans Invasion of Poverty Boards," Human Events, January 8, 1966.

³ Ibid.

United States "the order did not require the firing of radicals now on the payroll."⁴

Consider such instances in the San Francisco Bay area alone:

San Francisco: John Ross, a member of an official advisory board in the city poverty program, was found to be a member of the Progressive Labor Party which the F.B.I. calls a communist group with allegiance to Red China.⁵

Berkeley: Howard Harawitz, a member of the antipoverty board, admitted he was a former member of the W.E.B. DuBois Club which has been declared by both the F.B.I. and the Justice Department as subversive. Commenting on the fact that he resigned from the DuBois Club only because he left college, Harawitz stated, "I don't have any basic disagreement with them" (the DuBois Clubs).⁶

Berkeley: A work study grant for "Turn Toward Peace" subsidizes an array of groups opposing U.S. Vietnam policy. The Executive Committee of TTP includes leaders of the Students for a Democratic Society, a top official of which traveled to Hanoi with left-leaning Yale Professor Staughton Lynd and Hubert Aptheker, top marxist theoretician in the U.S. TTP brought to the University of California's Berkeley Campus Bayard Rustin, leftist civil rights leader and executive director of the War Resisters League, for a program on civil disobedience.⁷

Berkeley: Another work-study grant by the OEO subsidizes students working at a private school run by one Betty Halpern, who refused to tell the House Committee on Un-American Activities in 1960 whether she was or had been a Communist.⁸

Washington, D.C.: A Nation's Business investigation of the anti-poverty program in our capital disclosed the presence on the payroll of a number of extremists of the political left with backgrounds in highly militant civil rights organizations, in ultra-left labor groups and in movements opposing the Administration's Vietnam policy. Some of the anti-poverty workers openly admitted they were Socialists, and mouthed the familiar repeated talks about shaking the power structure. After some racial unrest in the Burry Farms area, the frenzied crowd shouted, "We're going to blow this town wide open."⁹

This past spring the OEO finally ordered:

Manifestation of disloyalty to the United States, membership in subversive organizations, or a lack of sympathy with the objectives of the OEO (are) inconsistent with employment in a community action program.¹⁰

But, what about the Neighborhood Youth Corps and work-study grants? Why not apply the same order to these facets of the Economic Opportunity Act? Furthermore, the order is not retroactive and does not cover community action people already hired. That is like saying "If you already have Gus Hall, the head of the Communist Party U.S.A., on the payroll, it is all right. Just do not hire any more like him."

Mike Davidow wrote in the Worker last year as follows:

Stop the escalating war in Vietnam which threatens to put an end to the war on

poverty. Compel the Johnson Administration to catch up with its "evangelical rhetoric: by shifting billions from its \$56 billion military budget to fight a real war on poverty."¹¹

Discussing the maneuver by Communists to plan and administer local anti-poverty projects, the Worker in a front page editorial stated:

It was because of the protests by the Negro people that Congress was forced to insert provisions in the anti-poverty law that would keep the political machines out and enlist the poverty victims themselves to the "maximum feasible" degree in planning and administering the local anti-poverty projects.¹²

Among these "poverty victims" who would administer local antipoverty projects, according to the Worker, are the Uptown Community Union of JOIN—Jobs or Income Now—and the Westside W.E.B. DuBois Freedom Center, both of Chicago.¹³

The reputation of both these organizations is well known since the Justice Department has required the W.E.B. DuBois Club of America to register as a Communist-front organization and JOIN is the child of Students for a Democratic Society.

The New York project known as Mobilization for Youth—MFY—is yet another example of the taxpayer-financed haven for extremists and subversives. The project predates the official war on poverty by some 3 years. It was launched by the late President Kennedy as the "pilot project for the war on poverty." MFY was enthusiastically described as "the most advanced program yet devised to combat juvenile delinquency on a broad scale."¹⁴ The project began with an original sum of more than \$12 million—\$8 million from Washington, \$2.8 million from New York City, and \$2 million from the Ford Foundation.¹⁵

In July 1964, 1 month before the Economic Opportunity Act was passed, President Johnson gave MFY another Federal grant of \$1.5 million.¹⁶

Then, in the fall of 1964 the New York Daily News charged that more than 37 MFY employees had subversive or Communist backgrounds. The administrator resigned, having misappropriated \$23,000 worth of agency funds, and it was learned that agency facilities had been used to foment school boycotts, rent strikes, and social disorders.¹⁷

Later investigations by city, State, and Federal officials—including the FBI—substantiated the earlier charge that there had been "wholesale penetration" of the MFY by Communists and other subversives.¹⁸

According to Human Events¹⁹ the following identified Communists were officially connected with MFY:

¹¹ The Worker, June 20, 1965.

¹² The Worker, Nov. 9, 1965.

¹³ The Worker, Jan. 16, 1966.

¹⁴ Human Events, Aug. 27, 1966.

¹⁵ Newman & Wenger, *Pass the Poverty*, Please, Whittier, Calif., p. 35.

¹⁶ New York Times, Nov. 11, 1964.

¹⁷ Human Events, Aug. 27, 1966.

¹⁸ Human Events, August 27, 1966.

¹⁹ Ibid.

Mrs. Esther Gollobin, an identified member of the Communist Party, member of MFY Board of Directors.

Calvin Hicks: Communist Party member, Fair Play for Cuba Member, and Executive Secretary for the Monroe, N.C., Defense Committee, a cited Communist front.

Marc Schleifer: Editor of Robert F. Williams' book, *Negroes With Guns*, associated with the pro-Peking Progressive Labor movement.

Leroy McRae: member of the Socialist Workers Party.

Mrs. Constance Bart: a member of the Communist Party's State Committee in New York.

By way of further incrimination, one of MFY's consultants proved to be none other than Jesse Gray, an identified Communist agent, who served the agency as a "rent strike expert consultant."²⁰ Yet, despite the evidence against MFY, in July of 1965 the Senate Labor and Public Welfare Committee quietly approved a grant of \$6.5 million to MFY and other community action projects.²¹

Ample evidence is also available to prove beyond any reasonable doubt that poverty funds are being used to finance violence and racial agitation, Mr. Speaker.

In 1965 the Office of Economic Opportunity gave Harlem Youth Opportunities Unlimited Associated Community Teams—HARYOU—ACT—\$40,000 to be used by the Harlem Black Arts Repertory Theater School.²² This tax-supported school is coached by the violence-preaching Negro playwright, Lerol Jones, who says:

I don't see anything wrong with hating white people. Harlem must be taken from the beast and gain its sovereignty as a black nation.²³

Lerol Jones once wrote:

The force we want is of 20 million spooks (Negroes) storming America with furious cries and unstoppable weapons. We want actual explosions and actual brutality.²⁴

Last March, 50 New York policemen raided the headquarters of the Black Arts Repertory Theater, founded as a community action program, at 109 West 130th Street in Harlem and discovered a rifle range, an arsenal of deadly weapons, a pipe bomb, sharpened meathooks, pistols, knives, clubs, and a cache of ammunition.²⁵

HARYOU—ACT has also given rise to a group known as the Five Percenters. They get their name from their belief that only 5 percent of the Negro race fully understands and supports their campaign for violent revolutionary change in our society. These Five Percenters, expertly trained in judo and karate, have terrorized large sections of Harlem boasting that they receive funds from HARYOU—ACT by blackmail and threatening to bring riots to the streets of New York unless they are paid off in antipoverty money.²⁶

²⁰ New York Times, August 19, 1964.

²¹ Lewis, Fulton, Jr., *Jacksonville Chronicle*, July 1, 1965.

²² Newman and Wenger, op. cit., p. 42.

²³ AP Release, Los Angeles Times, Dec. 1, 1965.

²⁴ Human Events, August 27, 1966.

²⁵ Ibid.

²⁶ Buckley, William F., Jr., *The Washington Daily News*, Oct. 19, 1965.

⁴ "Wierd Warriors in the War on Poverty", *Nation's Business*, May 1966, p. 43.

⁵ Ibid.

⁶ Ibid.

⁷ Ibid., p. 88.

⁸ Ibid.

⁹ Ibid., p. 95.

¹⁰ Ibid.

It should be noted that the "Summary Report of the Investigative Task Force of the OEO Ad Hoc Subcommittee on the War on Poverty" makes the following reference to Haryou-ACT:

The HARYOU-ACT program is a unique operation in that it is autonomous and acts independently of any other program in the area. Since the field visits to HARYOU-ACT by members of the Staff, charges of financial irregularities have been levelled against the agency. These charges are under investigation by the U.S. Department of Justice and the Office of the District Attorney of New York county. Therefore, further investigations by the Task Force have been postponed, pending the outcome of the above-mentioned investigations.²⁷

Even in my own State of Alabama, there is evidence that a \$241,604 Federal OEO grant in Lowndes County was about to go to a division of the Black Panther Party known as the Lowndes County Christian Movement for Human Rights and headed by R. L. Strickland, one of the Black Panther leaders. Stokely Carmichael, that recent familiar riot fomenter, originated the Black Panthers before taking over the top job in the Student Non-Violent Coordinating Committee. The OEO grant is presently under suspension pending an investigation into the charges.

This instance and similar ones could be avoided by more thorough investigation. Hugh Merrill, Birmingham News staff writer, writes that the Washington OEO officials did call the Atlanta office asking that the Lowndes County request for funds be investigated:

However—

Said Merrill—

all Washington wanted to know was whether Lowndes County needed money, how many migrant workers there were in the county, and what the area's population is.²⁸

It is strange that no request was made that the sponsoring organization be checked out as to possible political affiliations, or who functions as its leaders.

Mr. Chairman, the time for thorough investigation to be made into political affiliations and background of leadership is before, not after, the grant has been approved.

Mr. Chairman, such evidence as that submitted herewith makes it imperative for me to ask a thorough review and vigorous screening of present grantees and all future applicants and organizations to determine their loyalty to the United States of America and their sympathy with the intent of the program to alleviate poverty.

Loose administration of the program has apparently permitted outright subversive elements to use tax money to exploit the poor and to achieve their own political, economic, and social ends. Reformation of the war on poverty is long overdue.

We can ill afford the underwriting with our tax dollars of any pro-Communist or racial agitating group which purports to be fighting a war on poverty when all the while it may be fighting America,

exploiting deserving poor, and misusing the very freedom for which our country stands.

I urge the adoption in this connection of the Broyhill amendment.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Virginia [Mr. BROYHILL].

The amendment was agreed to.

Mr. DENT. Mr. Chairman, many arguments can be given both pro and con on the subject of antipoverty legislation, its operation, and especially its legislative history.

However, the need for this type of Federal activity cannot be argued away by the silly arguments of opponents who base their opposition on what they call the mismanagement of this act of the Congress.

The need for antipoverty legislation has been firmly established by the facts of life in these United States. Too many families have been locked into poverty for too long. Congress cannot ignore this fact and while we may make mistakes the biggest mistake would be to ignore the facts of life and the existence of poverty.

Mr. Chairman, in line with our drive to eliminate poverty as a way of life within the United States of America. I believe the following testimony given before the committee studying the impact of imports on U.S. employment is further proof of the need for the legislation before us.

What are we to do with men and women whose jobs are exported to foreign countries by our trade policies?

This testimony is only a small part of record in this area of employment losses due to trade. In this small but vital industry alone, 5,000 actual jobs have been lost plus 4,000 jobs not available from the increased use of pottery products. This means that 9,000 American workers directly and about 27,000 indirectly are candidates for the poverty class because of job losses.

Mr. Chairman, 720 automotive parts workers are receiving \$70 a week or more because of the jobs lost to Canada in the operation of the free trade automotive deal with that nation.

Over 10 percent of the total steelworker jobs were displaced by steel imports in 1965—79,000 workers or more than the total payroll of Jones & Laughlin and Armco Steel Cos. combined.

Do not let us kid ourselves about this bill costing too much and that it is temporary legislation. In my opinion unless we change our trade policies this legislation will cost many billions more and will be with us a long time.

Mr. Chairman, I believe the following information should be available for all Members and ask that this be made part of the RECORD:

ECONOMIC OPPORTUNITY AMENDMENTS OF 1966

BACKGROUND

The Economic Opportunity Act of 1964 (P.L. 88-452) authorized \$947.5 million for the first year of a 3-year War on Poverty. Congress actually appropriated \$785.4 million for anti-poverty programs in FY 1965. Congress authorized \$1.785 billion and appropriated \$1.5 billion for anti-poverty programs in FY 1966. For brief description of the programs through which the War on Poverty is being carried on see this Fact Sheet, pp. 5-6.

ACCOMPLISHMENTS (AS OF JUNE 3, 1966)

In just 20 months the War on Poverty has reached 11,000,000 Americans, one out of three of the nation's poor. OEO programs have operated in 2,932 of the 3,132 counties of the U.S. Twenty-one States have had anti-poverty programs in all of their counties.

One of the most successful anti-poverty programs has been Project Head Start which provides deprived pre-schoolers with the educational, social, cultural, and medical attention they need to put them on a level with more privileged children when they enter kindergarten or first grade. The 1965 summer project Head Start prepared 561,000 deprived pre-school children in 2,398 communities for regular school. A nationwide program, it operated through 11,068 centers served by 53,269 professionals and 186,431 non-professionals.

In addition, Head Start follow-through programs, held after school hours for last summer's head starters, and year-round programs for 3-4 year old youngsters, have benefited 203,000 children. This summer Head Start will reach some 560,000 pre-schoolers. A winter enrollment of 193,000 is anticipated.

*** 27,260 young men and women are enrolled in 103 Job Corps Centers, including 82 conservation camps, 8 urban centers for men, 9 for women, and 4 special centers.

*** 1,155 *Neighborhood Youth Corps* projects have been approved in FY 1966 providing work-experience opportunities for 328,328 youths.

*** 1,120 institutions of higher learning have participated in *Work-Study* programs.

*** 5,358 *Community Action* grants totaling \$532,083,499 have been made.

*** 44 States have received final approval of their *Adult Basic Education* programs.

*** 239 *Work-Experience* projects have been approved providing retraining and employment for 128,355 hard-core unemployed adults.

*** 26,150 *Rural loans* totaling more than \$42.8 million have been made to individuals, and 379 co-op loans totaling over \$4.9 million have been made to corporations.

*** 1,449 *Small Business loans* totaling over \$16 million have been made.

*** 2,289 *VISTA* Volunteers are serving the poor on 285 poverty projects in 45 States.

ADMINISTRATION RECOMMENDATIONS

In his Jan. 24, 1966, Budget message, President Johnson requested an expansion of the War on Poverty with a FY 1967 appropriation of \$1.75 billion. The Administration's bills, H.R. 13391 (POWELL, D., N.Y.), H.R. 13392 (GIBBONS, D., Fla.), and S. 3164 (CLARK, D., Pa.), extend the Economic Opportunity Act through June 30, 1970, with a FY 1967 authorization of \$1.75 billion. It extends 90 percent Federal, 10 percent local financing for one additional year and makes other significant changes designed to improve the anti-poverty programs.

HOUSE COMMITTEE ACTION (H. REPT. 1568)

Following hearings held by the Ad Hoc Subcommittee on the War on Poverty, the House Education and Labor Committee, on June 1, 1966, favorably reported a clean bill, H.R. 15111, extending the anti-poverty program through June 30, 1970, and authorizing \$1.75 billion for FY 1967. The Committee approved the amount requested by the Administration, however, significant changes were made in the program allocations, and, in particular, for the Neighborhood Youth Corps and Project Head Start which received increased funds under the clean bill.

Provisions of H.R. 1511, Economic Opportunity Amendments as reported (H. Rept. 1568):

A. Extends Economic Opportunity Act programs through June 30, 1970, and authorizes \$1.75 billion for the anti-poverty programs in FY 1967.

Breakdown of Funds:

²⁷ Summary Report, Investigative Task Force, Subcommittee on War on Poverty, p. 24.

²⁸ The Birmingham News, July 22, 1966.

Title I:

- a. Job Corps—\$200 million.
- b. Neighborhood Youth Corps—\$496 million.

Title II:

- a. Community Action Programs—\$805.5 million (total).

Head Start—\$352 million.

Legal Services—\$22 million.

Narcotic Rehabilitation—\$12.5 million.

Emergency Family Loans—\$8 million.

Public Service Employment—\$88 million.

Unearmarked—\$323 million.

b. Adult Basic Education—\$26.5 million.

Title III:

a. Rural Loans—\$24.5 million.

b. Migrants—\$32.5 million.

Title IV:

a. Small Business Loans—0.

Title V:

a. Work Experience—\$119 million.

Title VI:

a. General Administration—\$15 million.

Title VIII:

a. VISTA—\$31 million.

B. Amendments to Economic Opportunity Act:

Title I:

1. Job Corps:

a. Limits Job Corps capacity to 45,000 enrollees. Requires minimum of 10,000 young women enrollees by July 1, 1967.

b. Requires at least one pilot project to determine feasibility of integrating day enrollees into residential centers.

2. Neighborhood Youth Corps:

a. Authorizes minimum of \$496 million for FY 1967, to provide 180,000 summer jobs; 180,000 job opportunities for in-school youths; 85,000 full time job opportunities for school dropouts.

b. Retains 90 percent Federal financing indefinitely. (Under present law it was due to drop to 50 percent on Oct. 20, 1967.)

c. In-school program: Abandons strict 16-21 age limitation and includes students in 9th through 12th grades and students in lower grades who are of high school age.

d. Out-of-school program: Improves NYC projects to include not only work experience but other assistance, such as, basic literacy training and occupational skill training.

e. Broadens out-of-school program to include on-the-job training in private employment, with NYC paying training costs and employers paying wages.

Title II:

1. Community Action Program:

a. Redefines community to include any neighborhood or area sufficiently homogeneous in character to be appropriate for an attack on poverty, regardless of existing boundaries and political subdivisions.

b. Representatives of the various geographical areas in a community who are serving on a community action agency board, must actually live in the area they represent, thus assuring maximum feasible participation of the poor.

c. Where a community action agency pays an employee more than \$12,500 per year, no part of the amount over \$12,500 may be made from Federal funds, and local funds used to pay the excess may not be included as part of local matching requirement.

d. Revises section pertaining to research, training and demonstration projects to 1) reduce from 15 to 5 percent portion of Title II funds available for these projects; 2) require all such projects be part of an overall plan approved by Director after consultation with other Federal agencies; 3) require proposals for such projects be filed with OEO regional office for review and recommendations.

e. Requires at least 20 percent of funds available for Community Action programs be used for independently funded programs in communities. Independently funded refers to programs of limited scope and operating

concurrently but separately from the overall community action agency. The purpose is to give an opportunity to groups of a *grass-roots nature* to undertake projects without being forced into a pattern of conformity to a community wide organization.

f. Continues present 90 percent Federal assistance to June 30, 1967, when it will drop to 80 percent. Director retains discretionary authority to permit assistance, where necessary, in excess of regular rate. (Present law provides for 90 percent through Aug. 20, 1967, when it will drop to 50 percent.)

g. *Public Service Employment*: Authorizes \$88 million in FY '67 to provide training and public service jobs for the *hard-core unemployed*. Work experience will be combined with educational and training assistance, such as, basic literacy and occupational training.

Persons eligible—adults from low-income families who have been:

1. unemployed for over 15 consecutive weeks OR

2. repeatedly unemployed over the prior 2 years OR

3. underemployed (less than 20 hours a week) for over 26 consecutive weeks.

h. *Narcotics Rehabilitation*: Authorizes \$12.5 million in FY '67 for new experimental program for the *prevention* of narcotic addiction and the *rehabilitation* of over 5,000 addicts. Program to be based on noninstitutional approach to addiction, offering a job combined with educational and training assistance.

i. *Emergency Family Loans*: Authorizes \$8 million in FY '67 to establish program of *small loans* to persons from low income families who are confronted with *financial emergencies*. Loans limited to \$300 will bear 2 percent annual interest. When feasible will be made through local credit unions which have been created in poverty neighborhoods through Community Action groups.

j. *Head Start*: Authorizes \$352 million in FY '67 permitting summer Head Start enrollment of 560,000 children and winter Head Start enrollment of 193,000. Additional funds to be used to improve health, nutritional, social, education and mental health services for preschool children, and for the training of professional and nonprofessional staff.

k. *Legal Services*: Authorizes \$22 million to continue program of legal services to the needy.

2. Adult Basic Education:

a. Expands and strengthens program to include not only reading and writing English, but similar basic skills as arithmetic and speech.

b. Permits 25 percent of funds be reserved for special project grants and for training of adult basic education teachers.

c. Tightens administration of State plans, permits more flexible application of funds to programs in areas of greatest need. Sets forth specific priorities governing distribution of funds and assures coordination at State and local levels with agencies concerned with poverty, employment and health.

Title III:

1. Rural Poverty: a. Increases limit on 15-year loans to low-income rural families from present \$2,500 to \$3,500.

Title V:

1. Work Experience: a. Program divided between HEW and Labor Department with Labor providing work experience training under the Manpower Development and Training Act (MDTA) and HEW providing pretraining, basic maintenance, health, basic education, day care and similar supportive services.

Title VI:

1. Prohibits any person whose compensation is paid from Economic Opportunity funds from taking an active part in political campaigns.

2. Requires efforts be made to assure coordination between OEO programs and the public employment office at the local level.

3. Provides for the establishment of information service centers at the Federal, State and local levels to collect, correlate and distribute information concerning anti-poverty programs.

Title VIII:

1. VISTA:

a. Provides monthly stipend of \$75 for volunteer leaders. (Present \$50 monthly stipend for volunteers remains.)

b. Permits 15 percent of VISTA funds be available for special VISTA projects, such as, involving more poor people as volunteers.

STATEMENT BY MR. PAUL PELFRY, PRESIDENT, UNITED BRICK AND CLAY WORKERS OF AMERICA, BEFORE THE GENERAL SUBCOMMITTEE ON LABOR, HOUSE COMMITTEE ON EDUCATION AND LABOR, SEPTEMBER 27, 1966

My name is Paul Pelfry, and I am President of the United Brick and Clay Workers of America.

The ceramic tile industry in the U.S. is currently beset by two major disruptions.

On the one hand, tight money has severely limited mortgages and curtailed housing starts, putting a severe crimp into the demand for wall and floor tile.

On the other hand, an expanded domestic ceramic tile market built with a herculean effort of the U.S. industry-management and workers alike—has been systematically taken over by imports from Japan.

The first problem is something that we in this country understand and can cope with. There are economic fluctuations, and we have the machinery for dealing with them. There are disruptions caused by a falling off of new housing starts, but government, industry, and labor have the wherewithal ultimately to get things back on the track.

However, the influx of imports from Japan at dumping prices complicates the situation drastically. The problem of imports, combined with the curtailment of the market for ceramic tile caused by the tight money situation, is causing the closing of plants and the elimination of jobs in the ceramic tile industry.

The difficulty in meeting the problems of import competition becomes clear when we realize that the domestic industry and labor unions in the field have used much of the available machinery of government in an attempt to win relief, but to little avail. The domestic industry's decline has been apparent for some years, with an accompanying loss of jobs. Where there were more than 12,000 production workers in the industry a decade ago, there now are fewer than 7,000.

Productivity has increased, true enough—and by a very respectable 30 percent—more so, in fact, than in U.S. industry in general. But the market has grown several times that much, so that were it not for imports there would be 4,000 more workers, not 5,000 fewer.

A well documented antidumping case brought by almost the whole of the U.S. ceramic tile industry against all the Japanese wall tile manufacturers has generated reactions in Japan that sound like penitence. The Japanese manufacturers say they have agreed to cut back their exports to 75 percent of last year's figures; that is, April 1, 1966, to March 1, 1967.

They have also decided to ban sales of second quality glazed wall tile for export to the U.S. and instead to limit exports to first quality. Higher minimum prices were set as well. They will be 18 cents per sq. ft. for colored tile and 16 cents for white.

Let us analyze what appears to be a far reaching concession by the Japanese.

These actions have come at the same time that the U.S. has been experiencing a very sharp decline in residential construction. Housing starts over the past year have de-

clined from 1.4 million in 1965 to 1 million in 1966, or a decline in residential construction of 25%. This is about equal to the purported voluntary decrease in Japanese wall tile exports to the U.S. Therefore, it is highly questionable whether such steps to raise export prices and limit the quantity of export shipments are sufficient to offset the injury that they have caused U.S. manufacturers by the dumping of their products and otherwise competing unfairly in the U.S. market.

The Japanese industry operates as an export cartel out to secure the best price and volume under existing market conditions, with no regard for the effects on the host country. The case against them is a strong one: In the first four months of 1966, just prior to the Treasury's action in withholding of appraisement on all wall tile shipments from Japan, exports of wall tile from that country averaged 4.9 million square feet per month, compared with 3.8 million in 1965, or 1.1 million square feet per month more, despite the sharp decline in housing starts here. It is apparent that the Japanese manufacturers, anticipating imminent restrictions from the U.S. government in view of the dumping complaint, reacted by dumping more tile into a market already suffering the sharp decline in housing starts. Thus, they deluged the U.S. market in early 1966, and there was a cutback when Treasury appeared ready to order withholding of appraisement and the collection of a bond to cover later dumping duties, should they be imposed. At the same time, the average unit values of Japanese wall tile were appreciably lower than they had even been even when the dumping charges were being made.

I have dwelt on this to indicate that U.S. law or dealing with illegal and unfair acts of competition from abroad is difficult to get moving and even when moving treads its way slowly and deliberately. So if there is an urgent case of workers displaced by unfair foreign competition, current laws can't help them too much.

Ours is a free economy, and we would like to maintain it that way. We will take our chances on the ups and downs of our economy when it is free to move up and down—as in the case of tight money cutting back residential construction. We know this situation will ultimately adjust itself.

But the nature of the import competition that we have been facing from Japan means that decisions on the future of the ceramic tile industry, and therefore the future of jobs in that industry are highly dependent on what the Japanese tile cartel decides concerning exports to the U.S. and prices in the U.S. market.

What this results in is apparent from a letter which I would like to read in part.

It comes from Robert G. Bailey, President, Paramount Industries, Paramount, California.

Paramount Industries was formerly known as Pacific Tile and Porcelain Company. The company, Mr. Bailey said, "was engaged in the manufacture of glazed ceramic tile from 1933 until 1965" and "was recognized as one of the leading tile manufacturers on the West Coast of the United States."

For several years prior to 1965, it was apparent, he said, that the pressure of foreign imports, principally from Japan, was causing a steady deterioration in the price level of domestic made tile at the same time that costs of production were continuing to increase.

Mr. Bailey said that it became apparent that in order to remain in the ceramic tile business, it would be necessary to effect substantial reductions in the cost of manufacturing the product through mechanization and automation. The nature of the business

was such that piecemeal improvements were not a feasible solution.

But in 1965 the company found it could not finance construction of such a plant, particularly in light of the distressed situation of the tile industry and the pessimistic view with which most investors regarded the industry because of Japanese imports.

On June 9, 1965, Mr. Bailey said, employees of the company's tile business totalled 193, and on November 12, 1965, totalled 114. With the exception of approximately 10 employees who were shifted to other business conducted with the company, all of these employees have been laid off.

The case of Paramount Industries is not isolated. In a small industry like ceramic tile, the loss of even a few companies is a major blow. Companies have gone out of business and others have curtailed production and employment—this in the face of a far larger than average increase in the overall market for ceramic tile.

Behind all these developments are some rather devastating figures of a market invaded and taken over by foreign imports. Glazed wall tile imports rose from almost zero in 1947 to 25.5 percent of the domestic market today. Unglazed mosaic floor tile started at zero at about the same time and now stand at 62.5 percent of the domestic market.

And there is considerable evidence gathered by the U.S. manufacturers that shows that the Japanese have taken over these markets by selling at dumping prices substantially below prices for comparable products in their home market, that they have falsified Customs documents to conceal dumping, and that they have misappropriated American brand names and trademarks to hide their Japanese origin. In addition other countries, notably Canada and Australia, have similarly complained of the dumping of Japanese ceramic tile. Australia has already taken action to stop this dumping, and we understand Canada plans also to take similar steps.

What this all means is that something more has to be done to allay the severe effects on workers of a calculated economic invasion from abroad.

One way, we believe, to do this is by effecting a much faster system for detecting and acting on disruptive imports. A complaint procedure, perhaps, could be established directly to the Secretary of Labor when a group of workers sees a threat to their jobs caused by excessive imports of a product. The Secretary would then have a preliminary investigation ordered, followed by a recommendation (if it were so indicated) to the President to temporarily curtail the imports in question pending a fuller investigation. If this had been done in ceramic tile, for instance, the illegal and unfair market practices which allowed the Japanese to take over U.S. ceramic tile sales would never have had such far-reaching effects.

This procedure would assure everyone his day in court, but would do it with minimum disruption to the domestic industry.

STATEMENT SUBMITTED BY THE UNITED STATES POTTERS ASSOCIATION ON THE IMPACT OF IMPORTS ON THE AMERICAN EARTHENWARE DINNERWARE INDUSTRY, BEFORE THE U.S. HOUSE OF REPRESENTATIVES GENERAL SUBCOMMITTEE ON LABOR, THE HONORABLE JOHN H. DENT, CHAIRMAN

I am John T. Hall, acting chairman of the Foreign Trade Committee of the United States Potters Association offices of which are located in East Liverpool, Ohio, and am President and General Manager of The Hall China Company also located in the same city. I appear here on behalf of the seven member plants of The United States Potters Associa-

tion all of whom are producers of earthenware dinnerware. These seven plants represent approximately 70% of the dollars and approximately 60% of the dozen of the domestic production in this field.

The United States Potters Association is one of the older trade associations in the United States having its beginning in 1875. The members of the association enjoyed a moderately prosperous existence until the middle nineteen fifties when the impact of imports from low wage foreign manufacturers made itself felt with a vengeance.

Now we all know that we of the United States have long been substantial importers of goods and materials. We have imported raw materials which are not domestically available in needed quantity, and have imported manufactured goods to satisfy a domestic demand for fashion, design and quality. In the past, price has not been a major motivation for importing most goods. However, as inflation has pushed our general price level higher and higher, more and more of our customers have turned to imported merchandise purely and simply because this imported product can be purchased for less money. The evil of this is that it means less production and, consequently, fewer jobs in this country.

First let us examine why the impact from foreign manufacturers was not felt so acutely until 1954. We all know that for forty or fifty years our economy has been based on the philosophy of high wages and high productivity. The desirable effects of this doctrine were clear. It would lead to lower unit costs, increased purchased power, and increased general consumption and market expansion.

Under this philosophy our large mass production industries developed. They felt secure because their unit cost made them competitive with the European manufacturers. However, there were other industries that were not suitable to mass production technique, or at least were still without the necessary inventions to make such production possible. Our industry falls in this latter classification.

The pottery industry has always had an import problem, but this problem became extremely serious four or five years after the war. It was then that the low European wage rates assumed such importance, for our government in an effort to restore the economies of the war torn nations shipped a vast amount of up-to-date machinery, equipment and know-how overseas. This machinery, equipment and know-how has not been sitting idly by, accumulating cobwebs. It is turning out goods that are priced well below ours. How is this possible? It is possible because these countries have never accepted the American wage philosophy. They bought or accepted only half of our system, namely the technological half, but have failed to embrace the higher wages, shorter hours, and better working conditions that are an integral part of our way of life.

A study of foreign pottery practices and wage rates will illustrate why it is no longer a surprise that the pottery industry in this country is not competitive. Many foreign plants are far larger than those in the United States. Several European plants employ over 10,000 men and women whereas, in this country, our largest potteries employ less than 3,000.

Foreign plants utilize the most modern labor-saving equipment, and modern management techniques which have provided our competitors with factories that are as efficient as any in the United States. However, I want to point out that the American pottery industry expends great sums of money for research and development and the improve-

ment of sales techniques and there can be no question that our industry is economically and efficiently operated, and that our employees are as skilled as any in the world.

In addition to these modern, efficient factories, our competitors enjoy wage rates far below those paid in this country. For example, a caster making a teapot in the factories that are members of the U.S.P.A. will earn approximately \$3.70 per hour (fringes included). His German counterpart will produce the same number of teapots per day for about \$1.06 * per hour and the Japanese tradesman will be paid about 36 cents* per hour.

A person running a plate forming machine in the United States earns about \$2.95 per hour (fringes included). The operator of a similar machine in Italy will receive 57 cents* per hour, and a Japanese will do the same work for 36 cents* per hour.

The aforementioned examples of the disparity in wages between the American potter and his foreign counterpart illustrate the difference in wages that prevail in all crafts.

Since foreign plants make ware just as efficiently, but pay wages that are only a fraction of what is paid the American workmen, it is easily understood why the members of the United States Potters Association employed 12,000 people in 1948 and have but 4152 on their rolls now, why the association member plants manufactured 27,466,052 dozens of ware in 1948 and made but 11,126,381 dozens in 1965, why the employees of the member plants worked 25,895,846 hours in 1948 and worked but 6,658,280 hours in 1965. (This is graphically explained by Exhibit 1) and why the United States Potters Association had a membership of 24 plants making earthenware in 1954 and now has but seven members. Those companies that have gone out of business are:

- 1954—Continental Kilns; Cronin China Company.
- 1955—Weil of California; Crown Potteries Company.
- 1956—Paden City Pottery Co.; Southern Potteries Co.; American Limoges Pottery Co.
- 1957—Santa Anita Pottery; Hollydale Pottery.
- 1958—Vernon Kilns; Crooksville China Co.; Pope-Gosser China Co.
- 1959—Steubenville Pottery.
- 1960—Universal Potteries, Inc.
- 1961—W. S. George Pottery Co.
- 1962—Edwin M. Knowles China Co.
- 1964—French Saxon China Co.

It should be pointed out that with one exception this decrease in membership was not due to acquisition or merger. Sixteen of these plants were either liquidated or went bankrupt. The only exception was that of the French-Saxon China Company of Sebring, Ohio. The Royal China Company of the same city acquired the French-Saxon China Company which was on the verge of bankruptcy in 1964. This plant has seldom run since the acquisition.

The plight of this industry has been recognized by government agencies. The United States Department of Labor, in its analysis, dated April, 1962, entitled, "The Relationship between Imports and Employment," made the following summary of findings, as far as is pertinent herein, at page 74:

"SUMMARY OF FINDINGS

"The competition of increased imports appears to have been one of the major factors influencing the downward trend of recent years in employment and output in the earthenware and household china segments but not in the commercial (hotel and restaurant) segment of the domestic pottery industry. Imports of earthenware and household china rose rapidly between 1954 and 1960 (142 percent and 60 percent, respec-

tively), and increased to a substantial share of the U.S. market (27 percent for earthenware and 90 percent for household china in 1960). The consensus of most manufacturers and importers consulted for this study was that the increases in the share of the market going to foreign suppliers were chiefly due to the substantial price differentials favoring imports, especially those from Japan."

It is simple business knowledge that if several manufacturers of a particular industry go out of that business, normally, the remaining manufacturers of the industry increase their business to about the same extent as that held by the outgoing companies. In the matter under consideration seventeen domestic companies manufacturing earthenware dinnerware went out of that business, between the period of 1954 to date. However, the domestic companies remaining in business not only did not get the business formerly held by the outgoing companies, but their own businesses also declined drastically during the same period.

In addition to the seventeen domestic companies going out of business, during the same period the population of the United States increased; the gross national product increased; the expendable income increased—but the production and sales of the remaining earthenware dinnerware manufacturers decreased. Even if there were no available statistics conclusively showing that all of this additional business went to importers of like and directly competitive articles, our own common sense would tell us that the business is going somewhere, and if not domestically, then it must be going to foreign manufacturers. However, we do not have to look very far or to even stretch our imaginations, because the statistics available to this Committee conclusively show that the imports of middle and low cost chinaware dinnerware and imports of earthenware dinnerware have increased, not proportionally to the factors above mentioned, but, we believe, have actually taken over directly the sales and production of the companies which ceased to manufacture these articles. Furthermore, these same foreign manufacturers have capitalized on the increase in population in the country, and the increase in expendable income, at the direct expense of the remaining domestic earthenware dinnerware manufacturers.

The tremendous drop in employment and production of the American segment of the industry is easily understood. Due to the vast increase of imports from low wage foreign manufacturers, the American earthenware producer is no longer competitive. Imports from low wage foreign countries first absorbed the lucrative department store business, forcing the American manufacturers into the unstable, low profit, high volume, premium and super market lines for this type of operation was not considered desirable by the importer. We now find, however, lower priced imported china and good grades of foreign made earthenware entering this field. Some of the larger super market chains are distributing a good grade of lower priced Japanese china thus eliminating the sales possibility of American made earthenware. Loss of this market could be catastrophic.

In order to seek relief, the Association instituted an "escape clause" action before the United States Tariff Commission in 1962. This action was under the provisions of Section 7 of the Trade Agreements Expansion Act of 1951, as amended. However, before the matter was finally concluded, the Trade Expansion Act of 1962 was passed by Congress. Therefore, our case had to be adjudicated under the provisions of the latter act. The new act instituted new criteria to be met, before relief could be given. The new criteria held that the plight of a domestic company, in order to secure relief, must exist due to increased imports being the major

factor. The prior act merely held that it must be shown that there was an increase in imports due to a reduction in the rate of duty. The Commission, in our case, held that there was no doubt that this industry was injured, but it was not the major factor contributing thereto. It is respectfully pointed out at this time, that no domestic industry has secured relief from the Tariff Commission under Section 301 of the Trade Expansion Act of 1962, to date. The fact that the Tariff Commission offered us no relief because of the new criterion does not obliterate the fact that the industry is rapidly disappearing from the scene.

Gentlemen of the Committee, anyone who faces disastrous import competition immediately senses the source of the difficulty. There is no mystery about it. To deny the importance of wages in the competitive struggle today represents refusal to face facts.

The American wage earners, be they employees or management, do not want something for nothing. They want jobs. These jobs can be provided only if government will institute programs which will insure fair competition for the American manufacturers. Protection for these vulnerable industries must express itself in some method limiting the imports of certain merchandise until foreign wage rates and fringe benefits more nearly equal those of the United States. H.R. 17248 and H.R. 16831 recognize this and the United States Potters Association is happy to endorse these two bills.

Respectfully submitted,

JOHN T. HALL.

Mr. CLANCY. Mr. Chairman, I rise in strong opposition to this bill. Billions of dollars have been expended on this program, and yet it still has not gotten off the ground after more than 2 years. It makes no sense at all to pour additional funds into the poverty program as it is now being administered—or should I say maladministered. The poor, to whom were held out such glowing promises, and the taxpayers, who are footing the bill, have been pitifully short-changed.

The handwriting was on the wall when this program was first conceived. If you will look back over the statements made by Members on this side of the aisle in the summer of 1964 when the enabling legislation was being considered here, you will see the warnings of waste and rampant bureaucracy that have marked the war on poverty from its inception.

We did not want our predictions to come true, but their inevitability was assured by the incredibly loose drafting of that something-for-everybody bill. It was impossible to understand completely what was proposed in the bill because, to an unprecedented extent, what would emerge in practice would be shaped by the individuals responsible for administering the programs rather than from guidelines set forth in the legislation itself. Another of the many glaring defects in the bill was the attempt to wage war on poverty in the 1960's with discredited weapons of the 1930's.

Since programs undertaken with poverty funds were begun in Cincinnati, I have been closely following developments. Earlier this year, I demanded justification of the proposed allocation of \$36,000 by the Cincinnati Community Action Commission for public relations. I pointed out to Mr. Shriver that the needs of the poor are not being served by programs of this type. To me, this pro-

* U.S. Department of Commerce—Business and Defense Services Administration.

posal was another indication of why there is so much criticism of the poverty program today.

Fortunately, the waste was somewhat trimmed when the board reconsidered its action and voted instead to set up a \$22,800 a year program. It should not be necessary to spend even this amount to enhance the image of anti-poverty programs. Nothing beats good, effective work to win good, effective publicity.

Subsequently, however, the city solicitor ruled that the publicity plan vote was illegal since only 11 of the CAC's 38 members were present at the meeting when the program was approved, not a quorum. As a matter of fact, all decisions made at this "no quorum" meeting were declared null and void. During this particular meeting, programs were approved costing a total of \$1,837,107. With the expenditure of such a large sum at stake, it would seem the board could at least have waited until a quorum was present before taking such action. In this connection, The Cincinnati Post & Times Star said:

The Community Action Commission now must, in effect, begin all over.

The ruling of the agency's legal adviser, City Solicitor McClain, that decisions made at a no quorum meeting are null and void sets the stage for a complete overhaul of the CAC's operations.

The CAC was created 20 months ago with a board of 15 members. It has grown steadily and now numbers 38. Most of the board members have experience in civic or political life and, on the surface, it appears incredible that the CAC could have made such a miserable record with its twistings and turnings, off-again on-again decisions of recent months.

A major problem is absenteeism. It is certainly true that busy men and women cannot attend every meeting; it is equally true that when 10 or 12 members make a decision, there is no evidence that this is a majority view. Either the majority quorum rule must be respected or the CAC should invite the perennial absentees to retire . . .

The CAC has the direct responsibility for the prudent and useful spending of \$5 million or more in tax funds annually in this area. Some of the spending ideas proposed by the director and staff would be tossed out summarily as "boondoggles" if laid before any local government where the officials are directly responsible to the voters. One example is a work experience project for 200 unskilled men to be administered by a staff of 54, starting with a \$14,000 a year chief.

The pulling and hauling over a well-financed public relations department and over the adoption of a political activities ban for anti-poverty employees are well-publicized controversies in which the fraction present at a particular meeting spoke for the CAC.

And while I am quoting from the Cincinnati press, I would like to call to your attention some editorial comments from our city's other respected newspaper, the Cincinnati Enquirer, under the heading "It's Past Time To Review":

There is a job that CAC should be doing. The Enquirer believes that both the job and the general public (which is footing CAC's bill) should be getting a far better shake than they have been getting.

The Community Action Commission has, on at least two rather noteworthy occasions, found itself going in several different directions at the same time—then met itself on its return. We mean its indecision first on the matter of an expenditure of \$36,000 for

an improved public relations image, and second on the involvement for war on poverty staff workers in political activity.

The editorial continues:

It is galling to know that some of the decisions of CAC are made by as few as 13 of the 35-member board. We have been frankly amazed at the lack of singleness of purpose.

* * * Despite the fact that it depends solely on the public for its being, and despite the fact that it is the public it is supposedly serving, CAC has expressed the wish to hide behind the veil of its charter as a private, non-profit organization to hold some, or all, of its sessions in private.

Its intention would be to hold the meetings and then let the public know what it has done—maybe—by calling a press conference.

We wonder if there is something about the proceedings that CAC finds necessary to hide, or whether it is trying to engage in a news-management operation all of its own.

In the past several months I have been endeavoring to make a comprehensive review of our local poverty program. In view of the fact that millions of tax dollars had been expended in the Cincinnati area and 2 years had elapsed since the inception of the war on poverty, I thought it essential to ask for an accounting of what has been accomplished by the numerous projects in the Cincinnati area.

I contacted the executive director of the community action committee, the director of welfare for Hamilton County, and school board officials in an effort to obtain a complete picture of tangible results achieved by the program. I must confess that I did not have any great expectations, but I was certainly hopeful that some concrete achievements could be recorded. Unfortunately, even my limited optimism was unwarranted. The director could not name one family removed from welfare rolls as a result of this program.

When making my inquiries I expected to be informed that at least a few families had been taken off the welfare rolls and that welfare costs were lower now than before inception of the poverty program. I expected that since 3,000 youths have been employed in the Neighborhood Youth Corps, the number of high school dropouts would have decreased for it is my understanding that "the Corps seeks to assist and encourage young men and women to stay in school full or part time."

I was advised instead that whereas total expenditures of the Hamilton County Welfare Department in 1963, before the poverty program, were \$22,487,002.59, they rose to \$25,633,566.24 in 1965, an increase in excess of \$3 million. I also noted that the total staff numbered 453 at the end of 1960 and had jumped to 749 by the end of July 1966.

In 1963 the number of children 6 to 17 years of age who were not in the Cincinnati public schools totaled 1,580. This year, according to data I received this month in response to my inquiry, 2,718 children of school age were not attending school. And figures furnished me by the Hamilton County Board of Education indicate that the number of students dropping out of school is going up instead of down.

Most appalling to me was the information—or should I say lack of information—I received upon making an inquiry as to the results of sending 368 Cincinnati area youth to Job Corps centers. My inquiry revealed that local poverty officials have no idea whatsoever what became of the youth who were accepted into the Job Corps; they simply cannot account for them. We do not know if these boys and girls were eventually placed in permanent employment, if they entered the armed services, if they returned to school, or if they ever got to the center in the first place.

Even the poverty warrior who was asked for the Job Corps information conceded that the existing system is not a very good one. To my way of thinking, it is not even a system at all if the youth are lost track of completely when they leave Cincinnati. How are we to gage the results of this program if the youth are never heard from again? Considering the investment of more than \$9,000 for each enrollee, OEO should be able to keep better records.

In pointing out these deficiencies, I am not unaware that an undertaking of this magnitude would inevitably encounter difficulties in the beginning. But after 2 years and the appropriation of \$2½ billion, abuses, scandals, and waste are mounting and no significant corrective changes have been made in the legislation.

I do not say that nothing good has come out of the expenditure of this large sum. The Headstart program has made some strides but, here again, it seems that even the program called the most successful in the war on poverty is becoming mired in bureaucratic confusion. When we balance accomplishments and failures there is not much that can be put on the achievement side of the scale. If politics had been kept out of the poverty war, I think the record would read a lot better.

We did not expect miracles, but we are entitled to expect some concrete achievements. Instead, we have needless duplication of existing private, State, and Federal programs, extravagant mismanagement, inexcusable instances of extremely poor judgment and mounting scandals. For these reasons I will vote against the bill today.

Mr. IRWIN. Mr. Chairman, in my own backyard in Bridgeport in Connecticut, we have under the auspices of the local antipoverty agency—ABCD—as exciting an illustration as there is anywhere else in the country of the value and validity of the Neighborhood Youth Corps as an idea and as an activity.

In this respect, superintendent of police, Joseph A. Walsh, has said, and I quote:

We believe that the ABCD Neighborhood Youth Corps has been a major factor in helping to reduce juvenile crime. Without the efforts of the ABCD Neighborhood Youth Corps in getting hundreds of young men and women off the streets and into productive work, the Bridgeport crime rate might have far exceeded the 6% rise registered on a statewide basis over the past year.

But the effect of the ABCD Neighborhood Youth Corps which is directed by Charles Tisdale and his deputy, James

L. Carroll, and the Catholic Youth Organization Neighborhood Youth Corps directed by Rev. Louis A. Deproffo goes beyond a contribution to crime reduction.

During the summer of 1965, 360 young men and women were assigned by ABCD to jobs in such participating agencies in the Greater Bridgeport region as the YMCA, the YWCA, the Boys' Club of Bridgeport, the department of public purchases, the board of education, the Archbishop Sheehan Center, the department of parks and recreation, the Council of Churches, Goodwill Industries, and the International Institute.

These 360 young men and women were chosen from among 1,295 who clamored to get into the program. They variously served as everything from clerical aids and assistant zookeepers to carpenter, glazier, library, and recreational aids—and as operators of mimeograph and adding machines.

The 160 enrollees of the CYO Neighborhood Youth Corps program had jobs in the local hospitals, libraries, and schools. They performed such functions as nurses aid, emergency room and ward assistant, and clerical aid. Such employment meant that 50 percent of the school dropouts in the program were placed in permanent jobs with a future. And many of them returned to school in the fall.

More than 200 of ABCD's enrollees started savings accounts for the first time: one young man, as a result of exposure to office procedure, enrolled in a correspondence course in accounting. Thirty-five young men and women, who were school dropouts, were persuaded to resume their studies—and 10 borderline cases similarly returned to the classroom in the fall. This year's program shows both an increase in scope and variety in the kind of benefits the enrollees receive. This year there are 700 of them including 150 dropouts of the hard-core type. They have been again selected from among the most disadvantaged youth in Bridgeport—a point confirmed by the fact that at a single high school—Bassick—the vocational guidance counselor identified 324 young men and women as eligible under the OEO poverty index.

Now when we combine last summer's ABCD program with that of last fall and of this summer, we find that more than 1,100 youth have been or are enrolled in Neighborhood Youth Corps and we have the following gratifying and even startling results:

Seventy-five school dropouts, with work experience and discipline gained from the Neighborhood Youth Corps, were placed in full-time jobs—some as drill press and grinder operators and in machine servicing apprenticeship training programs in Avco, Lycoming, and National Cash Register; others were placed as machine servicing apprentices in the Coulter & McKenzie Co., and others in State and municipal civil service categories ranging from highway maintenance to record filing. The Connecticut National Bank has hired three teller trainees from the ABCD Neighborhood Youth Corps, and the Howland Dry Goods Co. another three as tabulating machine operators. In the current

program, two are enrollees training as IBM operators; five as mechanics' assistants at the Bridgeport airport, eight as firemen aids, and the list further includes four exterminator assistants and a key punch operator.

Typically, too, five unwed pregnant mothers were taken off the welfare rolls and trained as clerk-typists and placed in jobs: Seven parolees from the Connecticut Reformatory at Cheshire are getting a new lease on life in the Neighborhood Youth Corps—two of them have already been placed in jobs, and one of them returned to Cheshire as an "incorrigible." A young Neighborhood Youth Corps resource person, Alfred Ribot, was selected as one of the seven in the Nation to receive the Sargent Shriver Scholarship sponsored by the Institute in International Living and is now in Calcutta studying the lower depths of poverty at firsthand.

Central to the success of the Bridgeport ABCD Neighborhood Youth Corps is a system of ABCD intensive 1 to 1 counseling under which each enrollee receives 2 hours a week of highly personalized attention focused upon his career plans, his aspirations, his educational needs to prepare himself for something more than casual jobs with their lack of future.

Perhaps even more important are the group counseling sessions in which enrollees frankly exchange their views and their experiences. As a result of this counseling technique, the enrollees have formed in their own "pockets of poverty" areas their own Neighborhood Youth Corps councils. These deal with such neighborhood problems as improvement of cultural and recreational facilities, traffic control and other questions with which the Youth Corps enrollees are concerned as aware and responsible young citizens.

The ABCD Neighborhood Youth Corps counselor, frequently a public school teacher, is recruited from the six ABCD neighborhood "pockets of poverty" target areas. ABCD has found that such a counselor tends to have empathy and understanding. Since he has conquered environmental handicaps confronting the impoverished youth of Bridgeport today, he is regarded within the areas a "somebody who has made it," and, therefore, exerts the influence of example upon the youthful residents with whom he comes in contact.

This year the ABCD Neighborhood Youth Corps has been experimenting successfully with a unique educational component designed to stimulate the interest of the students in a special curriculum for which 250 Neighborhood Youth Corps youth have enrolled and which is financed through title I funds under the Connecticut State Disadvantaged Children's Act. For 2 days a week, and without pay, the enrollees attend courses which include communication and language skills with special reference to vocabulary building and diction; training in business procedures, typing and clerical skills, and other subjects.

Recently ABCD Chairman Leete P. Doty congratulated the enrollees for "their initiative and extra effort in participating in this program without pay

and on your own in order to develop your talents."

Bridgeport's mayor, the Honorable Hugh C. Curran, has told the ABCD Neighborhood Youth Corps that they are "learning and having a good time of it." He has called the program a "highly valuable experience."

The response to this special educational program has been far beyond anybody's expectations in terms of the progress made and the diligence displayed by the 250 Youth Corps enrollees.

Moreover, in accord with the ABCD doctrine that the beneficiaries of anti-poverty funds should be given every opportunity for upward mobility, an increasing number of Neighborhood Youth Corps enrollees are now being referred to the vocational opportunity center which is an open-door program offering courses in electronic assembly, health and hospital services, welding, industrial maintenance, and hotel and restaurant work together with crash courses in mathematics and the communication skills.

This vocational opportunity center is a joint enterprise of the Bridgeport Board of Education, the Connecticut Department of Education, and ABCD. It has been designed to train both young and mature men and women in those skills now in demand in the Bridgeport labor market.

The Neighborhood Youth Corps enrollees at this center obtain simulated on-the-job training along with intensive classroom instruction in everything from reading a blueprint to neatness of appearance. The training received from the Neighborhood Youth Corps and in the vocational opportunity center provides excellent preparation either for a specific job in industry, commerce, finance, or in public service areas and also serves as prologue to direct on-the-job training which ABCD is emphasizing as a part of its projected manpower development and employment program.

This program seeks to encourage upward mobility among the 1,450 unemployed youth in the 16 to 21 age bracket in the Bridgeport area, along with adult employed and underemployed. It will coordinate the activities of the Neighborhood Youth Corps with those of the Connecticut State Employment Service, the Youth Opportunity Center, and ABCD neighborhood offices and multiservice centers, the vocational opportunity center, and the youth employment and information center, together with other institutions and agencies to make available the widest feasible spectrum of training facilities, both institutional and on the job. Here again the accent is upon motivation, counseling, guidance, and followup to place the individual, who too often regards himself a reject of society, into the mainstream of economic activity. In short, the Neighborhood Youth Corps in Bridgeport, does more than pay wages to improve the earning power of low-income families, to encourage the completion of schooling or to instill habits of discipline and pride in work. The ABCD Neighborhood Youth Corps is not a handout but a handup. It is an opportunity-oriented program not a venture in phi-

lanthropy. It is a first, solid rung on the ladder of continuous improvement of the individual's capacity to educate himself further, to acquire a salable skill and to keep moving up on the socioeconomic ladder.

Mr. RANDALL. Mr. Chairman, I am one of those Members who supported the poverty bill in 1964 and again in 1965. The other day I took the time to go back to check my remarks made prior to the passage of the bill in 1965. I find that I had doubts then, but remained willing to give the program a chance to work. We heard the argument then that the program had to go through its period of "growing pains." Maybe that was a valid argument in 1965. That excuse, however, is still the same one being offered in 1966 for the errors and failures of the poverty program today.

No one can be against the lofty purpose proposed for the program in 1964, and offered again as the objectives in 1965, and now once again announced as the purpose of the 1966 Economic Opportunity Amendments.

To put the matter in different language, none of us are opposed to a poverty program per se. We certainly are opposed to the manner in which this program has been managed, or, to use the more accurate expression, mismanaged. We all know about the excessive administration expenses and salaries which are all out of proportion to the small part of the money that finally goes to the poor. There are far too many supergrade positions. In the Department of Defense there is about 1 supergrade position to about 1,000 civilian employees. In the Office of Economic Opportunity there is 1 supergrade position to less than 25 employees.

The bitterest critics of the program have described it as the most ingenious and grandiose program of give away of all time, exceeding even the foreign aid program. I have not had the opportunity to devote the time, or had the means to study all of the operations of the program to an extent that I could agree with this charge. But I can agree and do know that much of the criticism that has been leveled against the program is well taken. If the program had, in fact, worked well for our district, and had been managed well, then surely sometime at some point preceding debate on this bill, we would have received substantial correspondence in support of the program. As it was, the only voice of support came from those working on or for some of the individual projects of the poverty program.

In the early summer I mailed out about 55,000 opinion polls, or questionnaires. Contained in the poll were four questions relating to the poverty program. The first question asked whether our people would favor an increase in appropriation for this program. Only 4 percent responded in the affirmative; the second question asked whether they approved an appropriation of an equal amount for 1966. Twenty-two percent answered to this choice of alternatives. The third question asked for views on a decrease in poverty appropriations.

Thirty percent responded in favor of a decrease in the appropriation. Question four inquired about abolishing the program. Forty-two percent were in favor of suspending the program in its entirety.

A further analysis of these responses will show that a total of 72 percent were in favor of either decreasing or abolishing the program while only 4 percent were in favor of increasing the appropriation.

Now, Mr. Chairman, the question could be asked how is it possible for a Congressman to oppose a program that has channeled some money into his congressional district and which holds the promise to continue to allocate money to his congressional district. My answer is that somewhere along the line, the time must come when a Member of Congress must look not alone at the opportunity to "point with pride" to the money allocated to his district, but must face up to stern reality and be willing to recognize the necessity to "view with alarm" the manner of management, or mismanagement of the use of such funds as well as their inflationary effect at a time of full employment.

I supported what has been described as the opportunity crusade, by the gentleman from Minnesota. I think, however, it should be made very clear that the minority party enjoys no monopoly on the philosophy contained in such a proposal which was the essence of the motion to recommit. I can say this because the files in my office will show that as early as last May when we began to receive mail in opposition to the poverty program I said again and again in answer to letters and continued on through the summer to say that there were some good projects or accomplishments under the poverty program. I said in my letters there was no reason to abandon all of the projects under the Office of Economic Opportunity. But I made it crystal clear that these good projects should be retained and perpetuated under the old established departments of Cabinet-level rank or individual agencies, or among long established independent agencies and that the rest of the program should be discontinued along with the Office of Economic Opportunity.

The policy committee of our friends on the other side of the aisle finally in August got around to a public pronouncement of the identical proposal my office had made in May. I mention this only to make clear that some of us who believe there may be good projects in the overall program, also happen to believe very strongly there should be retained and run by the old established departments and the other projects abolished. We had advanced these views long before the Johnny-some-latelies, who now offer their plan as a substitute for the so-called war on poverty.

Now, Mr. Chairman, I recognize there are pockets of poverty in this country of ours. But the way we are going about the elimination of poverty under this present program is not the sensible way. To state the matter differently, there is

a right way to fight poverty and a wrong way and I submit that we have been going about this the wrong way.

As a Member of Congress I have tried to eliminate poverty by supporting the elementary and secondary education bill as well as the manpower retraining legislation. Over the years we have supported the public works program and the economic development bill, as well as the Area Redevelopment Act and the accelerated public works program. But, bear in mind these programs provide payrolls for productive work performed. These wages had a quick feedback directly into the economy. All of these programs had one outstanding difference or distinction from the poverty program in that they were an investment in the future of this country.

Each of these programs was a permanent investment rather than a make-work project without any lasting or permanent value. It seemed to me that by means of these investments we had the sensible way to attack poverty, rather than by the high salaries paid to social workers who would gather themselves together to sit down to figure out schemes for new projects that for too frequently inspire the sharp criticism that has been directed to the Office of Economic Opportunity.

The mail coming into our office over the past year has again and again stated the program has let our country's poor people down after giving them clever slogans and false promises. False promises are worse than none at all. If the war on poverty had been built around a series of tough, meaningful programs, to be carried out by the appropriate established agencies, then today these expenditures would be producing some results. No one can say the poverty program has been lacking in funds. There is enough money which has been incredibly mispent. If this money had been well administered, none of those who now claim the defense of "growing pains" would have to interpose such a defense. The truth of the matter is much of the money is not really benefiting the poor but is for the benefit of the administrators and social workers who are at the top of the program.

Some of the most critical mail that I have ever received in my office has, had as its subject matter, the LeRoi Jones Black Arts Repertory Theater in Harlem. Some of my constituents observed that if their Congressman could support a program of this kind, then he should also ask for a project to be established to teach constituents how to hate a Congressman also could authorize money for the LeRoi Jones Theater to espouse the hating of white people.

When I complained to the OEO about LeRoi Jones I received only a very weak apology to the effect that the central office of OEO had no control over the program which was approved in Harlem. When I complained again about this antiwhite hate theater the central office from OEO finally came around to the admission that the Harlem theater was a mistake and that Jones would get no more money. Yet remember, he had re-

ceived a grant of \$40,000 as originally reported but in the debate of this bill on last Tuesday it is suggested the total grant was actually \$115,000.

One of the noble and lofty innovations which was made a part of the original legislation was the participation of the poor at the policymaking level. I now must question whether this arrangement has worked successfully. Certainly it is now in order to ask the question "How can it be expected the poor can suddenly become able to manage the affairs of their fellows, when they have not been able to manage successfully their own affairs?"

For fear of leaving the impression that all of those who have to do with the administration of the poverty program are lacking in good intention or without dedication I think I should correct that by saying that we have a well-managed regional office at Kansas City, Mo. I single out for praise the work of the top administrator of that office, Don Thomason. He is not one of those whose salary was doubled when he took his new job. He is a good administrator. He had held important posts and had a proven record in management and administration. He was at one time a commissioner of agriculture of our State and managed one of the largest and most successful State fairs in the Nation. My hat is off for his efforts to try to improve the poverty program and to do his level best to correct the errors and omissions of the various projects and programs. In every instance when I have complained to him he has given me a straightforward and honest answer and not the kind of weak and apologetic answers I have received from others.

There is one other thought that should be included in these remarks when considering the reasons why the poverty program should be reduced. We hear a lot of talk about inflation. Who can deny that the spending provided by the poverty program, no matter how worthwhile the objectives may be, contributes to the inflationary process? Right on the heels of this question, is another inquiry that must be answered—how can we square a program of this kind at this time when there is full employment during a time of prosperity. Quite a lot has been written about the Watts riots. It has been said there might be a repetition of these riots if the poverty program in that area was not beefed up or expanded. The harsh facts are that at the time when the Watts riots occurred there was page after page of help-wanted ads in the Los Angeles newspapers. This brings us right back to the proposition that the best way to cure poverty is to spend money on education, housing, and public works, to provide employment and the means for permanent employment and which result in permanent investments or things of value for the future rather than simply putting some money for a time in the hands of those who do not seem to want to accept work when it is offered.

All of us should remember as we vote on this program this year it is against a background of full employment. We must also remember that we are at war in southeast Asia. Surely one war at a time is enough.

Mr. FOUNTAIN. Mr. Chairman, the day is long past when any thinking person can regard poverty as a problem which affects only the impoverished. Poverty and the various factors which create and nourish it are unquestionably a national problem.

I do not think many people question the fact that appropriate and proper assistance to those who legitimately need it and can benefit from it is an investment—not a gift. Antipoverty programs can and should enable those participating not only to obtain more of the benefits of society but to make a far greater contribution to it. This is unlikely to be accomplished, however, unless such programs are wisely planned and carefully administered, so as to truly help people to help themselves.

Some programs carried on as a part of the so-called war on poverty have accomplished worthwhile results. They have been described already during this debate. Unfortunately, because of so much unwise planning and inexcusable administrative blunders, the successes have been overbalanced by failures, and the results of a \$200,000 investigation of the program have never been disclosed.

In North Carolina, for example, a man still on parole from two life sentences and three 30-year prison terms was employed as business manager of a federally financed Headstart program with the full knowledge of officials of the Office of Economic Opportunity. In fact, the evidence indicated that OEO officials persuaded him to take the job. Moreover, after the situation was disclosed by a television station, OEO officials publicly defended the hiring of the paroled man—so paroled, incidentally, that he was not permitted to leave the county of his residence during the term of his parole.

OEO Director Sargent Shriver reprimanded the OEO officials concerned and promised that action was being taken to prevent any similar occurrences in the future. However, the North Carolina situation is only one of two many instances in which extremely bad judgment has been displayed.

It is inconceivable to me that any competent subordinate could make the error made in the North Carolina case and still retain his job. Then, after making the mistake, and while I was awaiting an explanation from OEO Director Shriver, they went to all lengths through the press to defend the appointment. In fact, they almost bragged about it by saying, in substance, that it was the proper thing to do since the man himself was being rehabilitated.

The known facts concerning the so-called antipoverty program disclose beyond any question entirely too much waste, as well as politics, and too much confusion. Primarily I believe OEO programs are unnecessarily duplicated or overlap programs being carried on by other Federal agencies. What disturbs me as much as anything is the fact that the program does not seem to be helping people who need help. Although one-half the poor people in the country live in the rural areas, only 10 percent of the poverty funds have gone to rural areas.

One of the basic defects in this legislation is the fact that it gives what we

in the Congress have too often given to executive agencies—a blank check for all kinds of programs. Once committed to what OEO has started, good or bad, it is hard to do much about it.

In fact, this legislation now gives the Director of the "war on poverty" almost unlimited authority to use tax funds to support private activities, organizations, and institutions, including churches without strict accountability of funds. Where does the Congress get the right to grant such authority to anyone?

It has already been established that a large percentage of the funds goes to pay salaries of officials at all levels, with too little getting to the poor. This year, salaries of Federal office holders alone will total over \$57 million, and 1,557 of the Federal poverty employees will get over \$10,619.

At least another \$150 million will be spent for redtape administration in Washington. Of course, if people are employed to do a job they ought to be paid, and paid adequately. What I question most about employees are the numbers employed, the titles used, and the total money spent.

The Job Corps and other youth programs, in my opinion, could be run far more efficiently by local and State school systems. At this time the Job Corps is costing between \$9,000 and \$12,000 per boy or girl for 1 year. What is worse, however, is the fact that it has a very poor record of preparing them for jobs. It is time we realize that the poor want jobs for which they can qualify. They need training, often in the most basic skills. Yet, provision for occupational training and basic education is not required.

In the present Neighborhood Youth Corps, only 10 percent of enrollees receive training. As someone has already asked: Will 90 percent of the Neighborhood Adult Corps enrollees be similarly neglected? In fact, very few young people who need this help are getting it. Twenty seven thousand enrollees from all over the country is only a drop in the bucket.

Having spent over \$2 billion in 2 years, the war on poverty apparently is not able to produce a single person truly lifted from poverty—unless it is one of the higher paid officials.

According to Health, Education, and Welfare Secretary Celebrezze in 1964, the Federal Government spends over \$30 billion each year on programs to prevent poverty. Is it not the sensible thing to do—to improve these existing programs, instead of continuing a futile and failing "war on poverty" under the Economic Opportunity Act? A proper redirecting and better use of existing programs seems to me to be the best approach.

I had mixed emotions about this program when it first passed the Congress. However, when certain amendments were adopted—such as the one giving each State Governor a veto, and when seemingly reasonable policy commitments were made by the Kennedy administration—many of us were hopeful that this experiment would pay off. Even before the first appropriations were voted, it became obvious that OEO would use a blank check and embark upon too many

things at too high a cost with too much duplication of existing programs.

It soon appeared to me that the Congress should "stop, look, and listen" to see what it had done and where it was going. It still is not too late to do this.

My concern and your concern, I believe, is for our less fortunate citizens—although frankly I have never appreciated describing them as in poverty because in so many ways, other than material, many of them are the richest and finest people I know. With proper study planning and effort much of the anti-poverty program might still be salvaged and made a serviceable tool for helping the poor, but the Republican substitute is not the answer. If adopted, before it has run its course long, it may well cost far more money and result in even more abuses than the present program.

In fact, to even talk about transferring the "Headstart" and other educational programs to the supervision of Commissioner Howe is like waving a red flag in the eyes of a bull—so far as my people are concerned. We have had enough of his so-called educational guidelines which he and his agents have used to exceed the authority granted him by any law, including civil rights.

I have already seen programs under this act held up by the OEO Director until his board of bureaucrats were satisfied that a particular percentage of integration had been effected or a particular school building used. Our people of both races have adjusted themselves to desegregation, but they will never accept "forced integration." They have accepted "freedom of choice." What is more democratic?

If this program is to continue, maybe the Headstart and other portions thereof ought someday to be under the jurisdiction and supervision of the Office of Education, but not until that agency is headed by a commissioner and staffed by human beings who know something about the facts of life, people who will abide by the letter and spirit of the laws they administer. This they are not now doing. They are ignoring title VI of the Civil Rights Act of 1964. They have made their own law, and called them guidelines.

Thus, I cannot support the substitute in the form of a motion to recommit—even if on its face it appears to cost less. I am afraid the substitute is just an excuse for some to avoid giving appearances of being against the fight to eradicate poverty. We all want to help the poor. We also want to help them to help themselves. Federal, State, and local governments and private agencies and institutions are annually spending billions of dollars in a multitude of so-called anti-poverty programs. If these could be better used and coordinated and more sharply aimed at the prevention, as well as the elimination of poverty, such legislation as this could be avoided.

Under existing programs—Federal, State, and local—the first need of the poor is a decent job. Consequently, it is imperative that we improve present efforts to help unskilled, unemployed, and underemployed citizens.

We need to reexamine and reevaluate all related programs, especially the welfare and educational ones, to determine whether or not they are accomplishing their goal of reaching the right people in the right way at the right time in life.

In my opinion, neither this legislation nor the substitute proposed, is the answer to the problems of the poor. We will never solve the problem, but we can help alleviate it if we will sincerely take the kind of inventory needed to determine the responsibilities of everyone in both the private and public sectors, and then in an orderly, nonpolitical way, take such steps as are then necessary.

Mr. QUIE. Mr. Chairman, I move to strike the last word.

Mr. Chairman, I take the floor at this time to explain my motion to recommit. As far as I know, all the amendments have been offered. My motion to recommit will be the substitute that I offered at the beginning of the 5-minute rule, with two changes. One is to include a limitation on the size of the Job Corps to 30,000 enrollees. The other is to include the bail bond amendment similar to that which was just offered by the gentleman from Illinois [Mr. COLLIER].

Mr. GERALD R. FORD. Mr. Chairman, will the gentleman yield?

Mr. QUIE. I am happy to yield to the gentleman.

Mr. GERALD R. FORD. It was my understanding that the bail bond amendment would be all-inclusive. It would preclude OEO from paying for any bail with Federal funds for anyone charged with a crime. As we all know, when someone from the military, the Army, Navy, or Air Force, is apprehended in a community outside of a post, camp, or station, no military official can go down to the authorities and pay U.S. funds to provide bail for the accused. I see no reason whatsoever why the Job Corps trainees or anybody else under the jurisdiction of OEO should be treated any differently from the military.

Mr. QUIE. Mr. Chairman, I would just like briefly to explain what my substitute does. It will provide for \$300 million less money than the committee bill does. It includes the amendment which would not permit a person to remain in the Job Corps if he were convicted of a felony. It includes the \$5,000 limitation on an individual who is in the Job Corps. It provides for an Industry Youth Corps so that the young people in the Neighborhood Youth Corps will not only be trained in the county courthouse or by the Conservation Department but also can get jobs and training in private industry. It provides for the military career centers so that the young men who want to fit themselves mentally and physically for a military career can receive that kind of training voluntarily. What it does is divide up the community action money according to the ratio of the people who are in rural areas and those in urban areas, so that the rural areas would have enough money to run their community action agencies.

Mr. Chairman, this would mean that for about 46 percent of the poor people

who live in rural areas, this would insure that the money needed to help in the community action program would be made available to them.

Mr. Chairman, additionally, the provisions of the motion to recommit would transfer all of the activities of OEO to the existing agencies, with the exception of the community action program and VISTA. This means that the educational facets of this program would go to the Office of Education.

It means that the Job Corps and the Neighborhood Youth Corps will go to the Department of Health, Education, and Welfare. It means that the loans which are made to support poor farmers would go to the Farmers Home Administration.

And, Mr. Chairman, title V, for the purposes of welfare recipients, would be administered by the Department of Health, Education, and Welfare.

Therefore, Mr. Chairman, this is a substitute which I believe will correct most of the abuses that we have seen existing in the Office of Economic Opportunity for these last 2 years and will permit us to go forward in an effort to reach the poor people of this country, to train and teach them in the ways and means that they might rise out of poverty.

Mr. Chairman, in other words, the motion to recommit if adopted would permit the poor to get out of poverty and it will provide more money in fighting this battle because of the involvement of the States and private industry in this effort than has not been heretofore utilized, a program which we call the Opportunity Crusade Act of 1966.

Mr. GIBBONS. Mr. Chairman, I move to strike out the last word.

(Mr. GIBBONS asked and was given permission to revise and extend his remarks.)

Mr. GIBBONS. Mr. Chairman, I shall not take the full 5 minutes.

Mr. Chairman, as I understand the motion to recommit, it is the same motion that we have voted down at least upon three occasions during the last 2 days.

Mr. Chairman, all of the good things that they propose to do in the motion to recommit are contained in the bill now pending before you.

In effect, Mr. Chairman, the motion to recommit is made up of all of the things that we have voted against at least three times in this Committee of the Whole House on the State of the Union in the last 3 days.

Mr. Chairman, I call for a vote.

The CHAIRMAN. Under the rule, the Committee rises.

Accordingly, the Committee rose; and the Speaker having resumed the chair, Mr. Brooks, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee having had under consideration the bill H.R. 15111, pursuant to House Resolution 923, he reported the bill back to the House with sundry amendments adopted by the Committee of the Whole.

The SPEAKER. Under the rule, the previous question is ordered.

Is a separate vote demanded on any amendment?

Mr. CEDERBERG. Mr. Speaker, I demand a separate vote on the Ashbrook amendment.

The SPEAKER. Is a separate vote demanded on any other amendment? If not, the Chair will put them en gros.

The amendments were agreed to.

The SPEAKER. The Clerk will report the amendment on which a separate vote has been demanded.

The Clerk read as follows:

On page 31, after line 7, insert:

"LIMITATION OF SUPERGRADES

"SEC. 608. Title VI of the Act is amended by inserting the following section:

"SEC. 618. Of the positions approved for the Office of Economic Opportunity and its field offices, positions in the classification category of GS 16, 17, and 18 of the General Schedule of section 5332, title V, United States Code, shall not exceed one for every one hundred employees."

The SPEAKER. The question is on the amendment.

Mr. CEDERBERG. Mr. Speaker, on that I demand the yeas and nays.

The yeas and nays were ordered.

The question was taken; and there were—yeas 257, nays 108, not voting 67, as follows:

[Roll No. 318]

YEAS—257

Abbutt	Davis, Ga.	Hosmer
Abernethy	Davis, Wis.	Hull
Adair	de la Garza	Hungate
Adams	Delaney	Hutchinson
Addabbo	Dent	Ichord
Anderson, Ill.	Devine	Jacobs
Anderson, Tenn.	Diggs	Jarman
Andrews, Glenn	Dole	Joelson
Andrews, N. Dak.	Donohue	Johnson, Pa.
Arends	Dorn	Jonas
Ashbrook	Dowdy	Jones, Ala.
Ashley	Downing	Jones, N.C.
Ashmore	Dulski	Keith
Ayres	Duncan, Oreg.	Kelly
Bandstra	Duncan, Tenn.	King, Utah
Barling	Dwyer	Kornegay
Bates	Edwards, Ala.	Kunkel
Battin	Ellsworth	Kupferman
Belcher	Erlenborn	Laird
Bell	Everett	Langen
Bennett	Evins, Tenn.	Latta
Berry	Fallon	Leggett
Betts	Feighan	Lennon
Bray	Findley	Lipscorn
Brock	Fino	Long, La.
Broomfield	Flynt	McCulloch
Brown, Clarence J., Jr.	Foley	McMillan
Broyhill, N.C.	Ford, Gerald R.	Macdonald
Broyhill, Va.	Fountain	MacGregor
Buchanan	Frelinghuysen	Mahon
Burke	Friedel	Mailliard
Burleson	Fulton, Pa.	Marsh
Burton, Utah	Fulton, Tenn.	Martin, Nebr.
Byrnes, Wis.	Fuqua	Mathias
Cahill	Garmatz	Matthews
Callan	Gathings	May
Callaway	Giamo	Michel
Carey	Goodell	Mills
Casey	Grabowski	Mize
Cederberg	Green, Oreg.	Moeller
Chamberlain	Grider	Moore
Clancy	Gross	Morris
Clausen, Don H.	Grover	Morton
Clawson, Del	Gurney	Mosher
Cleveland	Hagen, Calif.	Natcher
Collier	Haley	Nelson
Colmer	Hall	O'Brien
Conable	Halleck	O'Hara, Ill.
Conte	Halpern	O'Neal, Ga.
Cooley	Hamilton	Ottlinger
Corbett	Hanley	Passman
Craley	Hansen, Idaho	Patten
Cramer	Hansen, Iowa	Pelly
Culver	Hansen, Wash.	Philbin
Cunningham	Hardy	Pickle
Curtin	Harsha	Pike
	Harvey, Mich.	Poff
	Hawkins	Powell
	Hays	Pucinski
	Henderson	Quie
	Herlong	Quillen

Curtis	Hicks
Dague	Horton
Redlin	Skubitz
Reid, Ill.	Slack
Reid, N.Y.	Smith, Calif.
Relfel	Smith, Iowa
Reinecke	Smith, N.Y.
Rhodes, Ariz.	Smith, Va.
Rhodes, Pa.	Springer
Rivers, S.C.	Stafford
Rogers, Fla.	Staggers
Rooney, N.Y.	Stalbaum
Rooney, Pa.	Stanton
Roudebush	Steed
Roush	Stratton
Rumsfeld	Stubblefield
Satterfield	Sweeney
Saylor	Talcott
Schisler	Taylor
Schmidhauser	Teague, Calif.
Schneebeli	Teague, Tex.
Schweiker	Tenzer
Secrest	Thomson, Wis.
Senner	Tuck
Shipley	Tupper
Shriver	Tuten
Sikes	Ullman

NAYS—108

Annunzio	Gonzalez	Murphy, N.Y.
Barrett	Green, Pa.	Nix
Beckworth	Griffiths	O'Hara, Mich.
Bingham	Hanna	Olson, Minn.
Blatnik	Hathaway	Patman
Boggs	Hechler	Pepper
Boland	Helstoski	Perkins
Bolling	Hollifield	Price
Brademas	Holland	Rees
Brooks	Huot	Resnick
Burton, Calif.	Irwin	Reuss
Byrne, Pa.	Johnson, Calif.	Rivers, Alaska
Cameron	Karsten	Roberts
Celler	Karth	Rodino
Clark	Kastenmeyer	Rogers, Colo.
Clevenger	Keogh	Ronan
Cohelan	King, Calif.	Rosenthal
Conyers	Kirwan	Rostenkowski
Corman	Krebs	Roybal
Daniels	Long, Md.	Ryan
Dawson	Love	St Germain
Dingell	McCarthy	St. Onge
Edmondson	McDowell	Scheuer
Edwards, Calif.	McFall	Sickles
Farbstein	McGrath	Sisk
Farnsley	Machen	Sullivan
Farnum	Mackie	Thompson, N.J.
Fascell	Madden	Todd
Flood	Matsunaga	Trimble
Fogarty	Meeds	Tunney
Ford	Miller	Udall
William D.	Minish	Waldie
Fraser	Mink	White, Idaho
Gallagher	Moorehead	Wilson
Gibbons	Morgan	Charles H.
Gilbert	Multer	Young
Gilligan	Murphy, Ill.	

NOT VOTING—67

Albert	Hagan, Ga.	Murray
Andrews, George W.	Harvey, Ind.	Nedzi
Aspinall	Hébert	O'Konski
Bolton	Howard	Olsen, Mont.
Bow	Jennings	O'Neill, Mass.
Brown, Calif.	Johnson, Okla.	Pirnie
Cabell	Jones, Mo.	Poage
Carter	Kee	Pool
Chelf	King, N.Y.	Purcell
Daddario	Kluczynski	Robison
Denton	Landrum	Rogers, Tex.
Derwinski	McClory	Roncallo
Dickinson	McDade	Scott
Dow	McEwen	Selden
Dyal	McVicker	Stephens
Edwards, La.	Mackay	Thomas
Evans, Colo.	Martin, Ala.	Thompson, Tex.
Fisher	Martin, Mass.	Toll
Gettys	Minshall	Utt
Gray	Monagan	Walker, N. Mex.
Greigg	Morrison	Willis
Gubser	Morse	Wright
	Moss	

So the amendment was agreed to.

The Clerk announced the following pairs:

Mr. Albert with Mr. Martin of Massachusetts.

Mr. Hébert with Mr. Bow.

Mr. O'Neill of Massachusetts with Mr. Carter.

Mr. Pool with Mr. Martin of Nebraska.

Mr. Fisher with Mr. Robison.
Mr. Selden with Mr. Morse.
Mr. Hagan of Georgia with Mr. Minshall.
Mr. Cabell with Mr. Harvey of Indiana.
Mr. Aspinall with Mrs. Bolton.
Mr. Kluczynski with Mr. Dickinson.
Mr. Nedzi with Mr. McClory.
Mr. Moss with Mr. McDade.
Mr. Monagan with Mr. Utt.
Mr. Olsen of Montana with Mr. McEwen.
Mr. Denton with Mr. Gubser.
Mr. Brown of California with Mr. O'Konski.
Mr. Dyal with Mr. Pirnie.
Mr. Stephens with Mr. King of New York.
Mr. Howard with Mr. Morrison.
Mr. Daddario with Mr. Derwinski.
Mr. Jennings with Mr. Walker of New Mexico.

Mr. Kee with Mr. Willis.
Mr. Johnson of Oklahoma with Mr. Wright.
Mr. Evans of Colorado with Mr. Scott.
Mr. Edwards of Louisiana with Mr. Landrum.

Mr. Purcell with Mr. Thompson of Texas.
Mr. Greigg with Mr. Murray.
Mr. Dow with Mr. Chelf.
Mr. Gettys with Mrs. Thomas.
Mr. McVicker with Mr. Gray.
Mr. George W. Andrews with Mr. Roncallo.
Mr. Mackay with Mr. Rogers of Texas.

Messrs. ASHLEY, VAN DEERLIN, O'HARA of Illinois, TENZER, HAGEN of California, and Mrs. KELLY changed their vote from "nay" to "yea."

The result of the vote was announced as above recorded.

The SPEAKER. The question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed and read a third time, and was read the third time.

The SPEAKER. The question is on the passage of the bill.

Mr. QUIE. Mr. Speaker, I offer a motion to recommit.

The SPEAKER. Is the gentleman opposed to the bill?

Mr. QUIE. I am, Mr. Speaker.

The SPEAKER. The gentleman qualifies.

The Clerk will report the motion to recommit.

The Clerk read as follows:

Mr. QUIE moves to recommit the bill, H.R. 15111, to the Committee on Education and Labor with instructions to report the same to the House forthwith with the following amendment:

Strike out all after the enacting clause and insert:

"That this Act may be cited as the 'Opportunity Crusade Act of 1966'.

"FINDINGS AND DECLARATION OF PURPOSE

"SEC. 2. It is the finding of Congress that, in spite of the impressive historical record of this Nation in offering unrivaled opportunities for advancement to our citizens, much remains to be done. Artificial barriers and indigeneous backgrounds too often inhibit the full development of individual potential. It is not enough, however, simply to launch a program with compelling and persuasive objectives. A realistic program to help restore dignity and hope to those who are unable to sustain themselves in modern society is our urgent imperative. A program which merely raises expectations and administrative salaries without meaningful results fails to meet the dynamic requirements of our society. Those citizens who are to be served by government programs must have a signif-

cant role in helping themselves. Expenditures by government to do things to beneficiaries, rather than in partnership with beneficiaries, is a miscarriage of the true congressional purpose of dignifying human lives.

"It is therefore the policy of the United States to provide these individuals at low levels of income and education with the power and hope necessary to raise themselves above the levels of poverty.

"To accomplish this objective it is the intent of Congress that the needs of the very young be given first priority. Sensible and diverse programs emphasizing education, health, strengthening of the family and productive jobs must have maximum local and individual participation. Community action, involving the poor at policymaking levels with officials and citizens of talent and experience, is the indispensable ingredient of success. Permanent, productive jobs, with personal dignity and independence, must be provided primarily by private enterprise. It is the role of government to stimulate, educate and provide incentives. All levels of government must participate in a meaningful way. It is the intent of Congress that this Act shall launch an opportunity crusade for the isolated Americans imprisoned by poverty.

"TITLE I—JOB CORPS

"Part A—General

"Statement of Purpose

"SEC. 101. The purpose of this title is to provide residential centers to assist young men and women who are unable to cope with their present family or community environments to prepare for the responsibilities of citizenship, to increase their skills for employment, to enhance their ability to respond to programs of education, training, and work experience, and to prepare themselves for jobs in a free enterprise economy.

"Job Corps

"SEC. 102. In order to carry out the purposes of this title there is hereby established a Job Corps in the Department of Labor to be administered, in coordination with programs carried out under the Manpower Development and Training Act of 1962, by the Secretary of Labor (hereinafter in this title referred to as the "Secretary").

"Composition of the Job Corps

"SEC. 103. (a) The Job Corps shall be composed of not to exceed 30,000 young men and women who—

"(1) have, at the time of enrollment, attained age sixteen but not attained age twenty-two,

"(2) are permanent residents of the United States or are natives and citizens of Cuba who arrived in the United States from Cuba as nonimmigrants or as parolees under section 214(a) or 212(d)(5), respectively, of the Immigration and Nationality Act,

"(3) meet such other standards of enrollment as may be prescribed by the Secretary, and

"(4) have agreed to comply with rules and regulations prescribed by the Secretary.

"(b) No person may be an enrollee in the Job Corps for more than two years, except as the Secretary may determine in special cases.

"Allowance and Maintenance

"SEC. 104. (a) Enrollees may be provided with such living, travel, and leave allowances, and such quarters, subsistence, transportation, equipment, clothing, recreational services, medical, dental, hospital, and other health services, and other expenses as the Secretary may deem necessary or appropriate for their needs. Transportation and travel allowances may also be provided, in such circumstances as the Secretary may determine,

for applicants for enrollment to or from places of enrollment, and for former enrollees from places of termination to their homes.

"(b) Upon termination of his or her enrollment in the Corps, each enrollee shall be entitled to receive a readjustment allowance at a rate not to exceed \$50 for each month of satisfactory participation therein as determined by the Secretary: *Provided, however*, That under such circumstances as the Secretary may determine a portion of the readjustment allowance of an enrollee not exceeding \$25 for each month of satisfactory service may be paid during the period of service of the enrollee directly to a member of his or her family and any sum so paid shall be supplemented by the payment of an equal amount by the Secretary. In the event of the enrollee's death during the period of his or her service, the amount of any unpaid readjustment allowance shall be paid in accordance with the provisions of section 1 of the Act of August 3, 1950 (5 U.S.C. 61f).

"Application of Provisions of Federal Law

"SEC. 105. (a) Except as otherwise specifically provided in this part, an enrollee shall be deemed not to be a Federal employee and shall not be subject to the provisions of laws relating to Federal employment, including those relating to hours of work, rates of compensation, leave, unemployment compensation, and Federal employee benefits.

"(b) Enrollees shall be deemed to be employees of the United States for the purposes of the Internal Revenue Code of 1954 (26 U.S.C. 1 et seq.), and of title II of the Social Security Act (42 U.S.C. 401 et seq.), and any service performed by an individual as an enrollee shall be deemed for such purposes to be performed in the employ of the United States.

"(c) (1) Enrollees under this part shall, for the purposes of the administration of the Federal Employees' Compensation Act (5 U.S.C. 751 et seq.), be deemed to be civil employees of the United States within the meaning of the term "employee" as defined in section 40 of such Act (5 U.S.C. 790) and the provisions thereof shall apply except as hereinafter provided.

"(2) For purposes of this subsection:

"(A) The term "performance of duty" in the Federal Employees' Compensation Act shall not include any act of an enrollee while absent from his or her assigned post of duty, except while participating in an activity (including an activity while on pass or during travel to or from such post of duty) authorized by or under the direction or supervision of the Corps.

"(B) In computing compensation benefits for disability or death under the Federal Employees' Compensation Act, the monthly pay of an enrollee shall be deemed to be \$150, except that with respect to compensation for disability accruing after the individual concerned reaches the age of twenty-one, such monthly pay shall be deemed to be that received under the entrance salary for GS-2 under the Classification Act of 1949 (5 U.S.C. 1071 et seq.), and section 6(d)(1) of the former Act (5 U.S.C. 756(d)(1)) shall apply to enrollees.

"(C) Compensation for disability shall not begin to accrue until the day following the date on which the enrollment of the injured enrollee is terminated.

"(d) An enrollee shall be deemed to be an employee of the Government for the purposes of the Federal tort claims provisions of title 28, United States Code.

"(e) Personnel of the uniformed services who are detailed or assigned to duty in the performance of agreements made by the Secretary for the support of the Corps shall not be counted in computing strength under

any law limiting the strength of such services or in computing the percentage authorized by law for any grade therein.

"Part B—Skill centers

"Establishment of Centers

"SEC. 111. The Secretary shall provide for the establishment and operation of skill centers at which enrollees assigned thereto will be provided, wherever possible, under simulated or actual employment conditions, education, training, and other activities designed to develop the motivation, work discipline, and the skills necessary for the successful pursuit of a vocation after leaving the Job Corps.

"Operation of Centers

"SEC. 112. (a) To the extent possible, the Secretary shall establish and operate skill centers provided for in this part through contracts with private industry.

"(b) Contracts entered into under this section shall contain such provisions as may be necessary to insure that the profits accruing thereunder are reasonable and subject to renegotiation in the event they are excessive for any reason, as determined under standards which shall be established by the Secretary.

"Part C—Conservation centers

"Establishment of Centers

"SEC. 121. The Secretary shall provide for the establishment and operation of conservation centers in rural areas at which the Secretary shall provide, in coordination with other manpower development and training programs under his jurisdiction, for basic education, training, motivation, and work discipline of youths who (1) are so deficient in education, skills and work habits, that they are unable to qualify for acceptance in skill centers or other applicable manpower development and training programs, or (2) indicate a special interest in conservation or outdoor recreational activities as a continuing pursuit and are unable to qualify for other programs because of educational deficiencies.

"Operation of Centers

"SEC. 122. The Secretary shall establish and operate conservation centers through agreements with Federal, State, and local agencies charged with the responsibility of conserving, developing, and managing the public natural resources of the Nation and of developing, managing, and protecting public recreational areas. Enrollees in conservation centers shall be utilized by such agencies in carrying out, under the immediate supervision of such agencies, programs planned and designed by such agencies to fulfill such responsibility, and including agreements for a botanical survey program involving surveys and maps of existing vegetation and investigations of the plants, soils, and environments of natural and disturbed plant communities.

"Part D—Military Career Centers

"Establishment of Centers

"SEC. 131. The Secretary shall provide, through agreement with the Secretary of Defense, for the establishment and operation by the Secretary of Defense of military career centers at which enrollees assigned thereto will be provided education, training, and other activities to prepare them for military service. Such centers shall be so operated as to equip the enrollees for a successful military career.

"Enrollment in Centers

"SEC. 132. Enrollees in military career centers shall be persons who (1) have evidenced an interest in the possibility of qualifying for a military career or have expressed a special preference to become an enrollee in the military career center and (2) are not

qualified for military service, but who show promise of becoming qualified for such service through preparation received in a military career center.

"Operation of Centers

"SEC. 133. The Secretary of Defense shall have full and complete authority to design, program, and administer the military career centers and shall have complete authority over enrollees in said center. The Secretary of Labor's sole responsibility in connection with the military career centers shall be the screening and referral of applicants.

"Part E—Administration

"Selection and Assignment of Enrollees

"SEC. 141. (a) The Secretary shall provide for the selection of persons for service in the Job Corps. He shall select for enrollment only persons he believes are unlikely to be able to benefit from education or training in any other facility or program and require a change of family or community environment in order to respond adequately to such education or training.

"(b) The Secretary shall make no payments to any individual or to any organization solely as compensation for the service of referring the names of candidates for enrollment in the Job Corps.

"(c) Each applicant for the Job Corps shall undergo physical and mental examinations under standards prescribed by the Secretary. Inquiries shall be made of appropriate State bureaus of identification to determine any parole or probationary restrictions that may apply to individual applicants. Applicants shall be finger printed in accordance with procedures followed for military inductees, and inquiry shall be directed to the Federal Bureau of Investigation or other appropriate agencies to determine criminal violations by said applicant, criminal charges pending against said applicant, or other similar information. Criminal violations by said applicant shall not disqualify the applicant from the Job Corps but special evaluation of the distinctive nature of said applicant's problems shall be made and provision made for suitable treatment and handling.

"(d) The Secretary shall report to the Congress any time a Job Corps center established more than six months has more staff personnel than it has enrollees.

"(e) Job Corps officials shall, wherever possible, stimulate formation of indigenous community activity in areas surrounding Job Corps centers to provide a friendly and adequate reception of enrollees into community life.

"Community Advisory Groups

"SEC. 142. The Secretary shall promote the formation of community advisory groups to develop community programs which will provide appropriate job opportunities or further training for graduates of Job Corps programs. Wherever possible, such advisory groups shall be formed by and coordinated under the local community action board.

"Job Counseling and Placement

"SEC. 143. The Secretary shall provide testing and counseling for each enrollee at appropriate intervals and at least three months prior to the enrollee's scheduled termination date. Data derived from such counsel and testing shall be sent to the agency of the Department of Labor situated in the area in which the enrollee proposes to reside, as well as to the community advisory group provided for under section 142, for that community. Upon the termination of an enrollee's service in the Job Corps, all records pertaining to such enrollee (including data derived from his counseling and testing) shall be made available immediately to the officials of the Department of Labor administering the program nationally. Such agency shall develop suitable job opportunities for the enrollee or, where appropriate, shall make arrange-

ments for further education or training for enrollee.

"Regulations; Standards of Conduct

"SEC. 144. (a) The Secretary shall prescribe such rules and regulations as he deems necessary to govern the conduct of enrollees in the Job Corps, subject to the limitations and special provisions in this title. The Secretary shall also establish standards of safety and health for enrollees, and furnish or arrange for the furnishing of health services.

"(b) In the case of Job Corps enrollees charged with violation of State criminal statutes, the Job Corps shall provide the cost of attorney and other legal services only in circumstances where adequate provision for such representation of indigent defendants is not provided under applicable State law.

"(c) Any enrollee in the Job Corps who is convicted of a felony committed during his enrollment shall be immediately dismissed from the Job Corps.

"(d) Within Job Corps centers, standards of conduct and deportment shall be provided and stringently enforced. In the case of violations committed by enrollees, dismissals from the Corps or transfers to other locations should be made in every instance where it is determined that retention in the Corps, or in the particular Job Corps center will jeopardize the enforcement of such standards of conduct and deportment or diminish the opportunity of other enrollees.

"(e) In order to promote the proper moral and disciplinary conditions in Job Corps centers, the individual directors of Job Corps centers shall be given full authority to take appropriate disciplinary measures against enrollees including, but not limited to, dismissal from the Job Corps, subject to expeditious appeal procedures to higher authority as provided under regulation set by the Secretary.

"Relationships with States

"SEC. 145. (a) No center shall be established under this title within a State unless a plan setting forth such proposed establishment has been submitted to the Governor of the State and such plan has not been disapproved by him within thirty days of such submission.

"(b) The Secretary is authorized to enter into agreements with States to assist in the operation or administration of State-operated programs which carry out the purpose of this title. The Secretary may, pursuant to such regulations as he may adopt, pay part or all of the operative or administrative costs of such programs.

"(c) The Director shall establish appropriate procedures to insure that the transfer of Job Corps enrollees from State or local jurisdiction shall in no way violate parole or probationary procedures of the State. In the event procedures have been established under which the enrollment of a youth subject to parole or probationary jurisdiction is acceptable to appropriate State authorities, the Director shall make provisions for regular supervision of the enrollee and for reports to such State authorities to conform with the appropriate parole and probationary requirements in such State.

"Use of Local Public and Private Education and Training Agencies

"SEC. 146. Wherever practicable education and vocational training for enrollees in the Job Corps shall be provided through local public or private educational agencies or by vocational institutions or technical institutes where such institutions or institutes can provide substantially equivalent training unless such education or training can be provided within the Job Corps more effectively or with reduced Federal expenditures.

"Discrimination Prohibited

"SEC. 147. In the selection of enrollees or staff in the Job Corps, and in the administration of the Job Corps program, no discrimi-

nation shall be permitted on the basis of a person's race, color, religion, sex, or national origin.

"Oath of Allegiance

"SEC. 148. Each enrollee (other than an enrollee who is a native and citizen of Cuba described in section 103(a)(2) of this Act) must take and subscribe to an oath or affirmation in the following form: "I do solemnly swear (or affirm) that I bear true faith and allegiance to the United States of America and will support and defend the Constitution and laws of the United States against all its enemies foreign and domestic." The provisions of section 1001 of title 18, United States Code, shall be applicable to the oath or affirmation required by this section.

"Limitation on Administrative Costs

"SEC. 149. The Director shall take such action as may be necessary to insure that for any fiscal year the cost of operating Job Corps centers (exclusive of capital costs including costs of construction and renovation) shall not exceed \$5,000 per enrollee in such centers.

"Authorizations of Appropriations

"SEC. 150. For the purpose of carrying out this title, there is hereby authorized to be appropriated the sum of \$170,000,000 for the fiscal year ending June 30, 1967, and the fiscal year ending June 30, 1968, and the fiscal year ending June 30, 1969, such sums may be appropriated as the Congress may hereafter authorize by law.

"TITLE II—NEIGHBORHOOD YOUTH CORPS

"Part A—General provisions

"Statement of Purpose

"SEC. 201. It is the purpose of this title (1) to enable needy young men and women to continue their education at the secondary school level through in-school programs, carried on by public and other nonprofit agencies, which contribute to an undertaking or service in the public interest that would not otherwise be provided, or contribute to the conservation and development of natural resources and recreational areas, and (2) to provide programs of out-of-school on-the-job training for needy, unemployed young men and women to enable them to return to school or assist them to become self-sustaining while obtaining the training necessary for a successful career in a vocation.

"Establishment of Neighborhood Youth Corps

"SEC. 202. In order to carry out the purpose of this title there is hereby established a Neighborhood Youth Corps in the Department of Labor, to be administered in coordination with programs carried out under the Manpower Development and Training Act of 1962, by the Secretary of Labor (hereinafter referred to in this title as the "Secretary").

"Development of Programs

"SEC. 203. The Secretary shall encourage and assist qualified community action boards (as defined in section 328) in the development, through contracts, of in-school programs and out-of-school programs which will qualify for assistance under this title. In the absence of a qualified local community action board, the Secretary shall, where appropriate, develop such programs through direct contracts with qualified applicants.

"Selection of Enrollees

"SEC. 204. (a) Selection for enrollment in programs assisted under this title shall be made by qualified community action boards or other qualified applicants, in accordance with agreements with the Secretary.

"(b) No person may participate as an enrollee in programs under this title unless—

"(1) he has attained age sixteen but has not attained age twenty-two;

"(2) his income and his family's income does not exceed the standard of poverty established by the Secretary that takes due

account of the number of children, dependents, and other special circumstances substantially affecting the ability of individuals and families to be self-sustaining;

"(3) in the case of in-school programs he is in need of remunerative employment to resume or continue his education;

"(4) in the case of out-of-school programs, he is unemployed and in need of interim remunerative employment;

"(5) in the case of out-of-school programs, he has not regularly attended school for a period of at least six months, and the local authorities after pursuing all appropriate procedures, including guidance and counseling, and have concluded that further school attendance by him in any regular academic or vocational program is no longer practicable under the circumstances.

"(c) Enrollees shall be deemed not to be Federal employees and shall not be subject to the provisions of laws relating to Federal employment, including those relating to hours of work, rates of compensation, leave, unemployment compensation, and Federal employee benefits.

"(d) Where appropriate to carry out the purposes of this Act, the Secretary may provide for testing, counseling, job development, and referral services to youths through public agencies or private nonprofit organizations.

"Payments

"SEC. 205. The Secretary shall establish criteria designed to achieve an equitable distribution of assistance under this title among the States. In developing such criteria, he shall consider among other relevant factors the ratios of population, unemployment, and family income levels. Not more than 12½ per centum of the sums appropriated or allocated for any fiscal year to carry out purposes of this title shall be used within any one State.

"Oath of Allegiance

"SEC. 206. The provisions of section 149 shall apply with respect to enrollees in programs assisted under this title and to all officers and employees any part of whose salaries are paid from sums made available under this title.

"Part B—In-school programs

"SEC. 211. (a) Any qualified community action board, or in any community in which there is no such board, any public or private nonprofit agency which the Director determines to be qualified, desiring assistance for an in-school program shall submit an application to the Secretary which shall contain such information as the Secretary may require.

"(b) The Secretary shall approve an application under this section only if he finds that—

"(1) Enrollees in the program will be employed under a contract or agreement between either a qualified community action board or the Secretary and a public agency or a private nonprofit organization (other than a political party) either (A) on publicly owned and operated facilities or projects, or (B) on local projects sponsored by private nonprofit organizations (other than political parties), other than projects involving the construction, operation, or maintenance of so much of any facility used or to be used for sectarian instruction or as a place for religious worship;

"(2) The program will enable student enrollees to resume or to maintain school attendance;

"(3) The program will permit or contribute to an undertaking or service in the public interest that would not otherwise be provided, or will contribute to the conservation, development, or management of the natural resources of the State or community or to the development, management, or protection of State or community recreational areas;

"(4) The program will not result in the displacement of employed workers, jeopardize the potential employment of workers not aided under this title, or impair existing contracts for services;

"(5) The rates of pay and other conditions of employment will be appropriate and reasonable in the light of such factors as the type of work performed, geographical area, and proficiency of the employee, and in no event shall exceed the rate of pay for regular employees performing similar services;

"(6) The program will be coordinated to the maximum extent feasible, with vocational training and educational services adapted to the special needs of enrollees in such program and sponsored by State or local public educational agencies: *Provided, however,* That where such services are inadequate or unavailable, the program may make provision for the enlargement, improvement, development, and coordination of such services with the cooperation of, or, where appropriate, pursuant to agreement with, the Secretary of Health, Education, and Welfare; and

"(7) The employer shall pay at least 10 per centum of the enrollee's wage during the fiscal year ending June 30, 1967, and shall pay at least 25 per centum of his wage during each succeeding fiscal year.

"(c) In approving applications under this section, the Secretary shall give priority to applications for projects with high training potential.

"Part C—Out-of-school programs

"Applications

"SEC. 221. Any qualified community action board, or in any community in which there is no such board, any public or private nonprofit agency which the Director determines to be qualified, desiring assistance for an out-of-school training program shall submit an application to the Secretary which shall contain such information as the Secretary may require.

"Industry Youth Corps

"SEC. 222. (a) There is hereby established under the Neighborhood Youth Corps a program to provide employment of youths between the ages of sixteen and twenty-two in private, profitmaking enterprises. The Secretary is empowered to make such regulations as he shall deem necessary to insure that private employment of such youths shall be under such conditions and terms as to meet all requirements of public and private non-profit programs, and to insure that participating youths benefit from their employment without exploitation or unreasonable profits by the employer.

"(b) Programs to provide employment for youths under this section shall only be approved if they are implemented through contracts between a qualified community action board and employers under conditions of supervision and regulation by such said qualified community action board.

"Approval of Applications

"SEC. 223. The Secretary shall approve an application under this part only if he finds that—

"(a) Enrollees in the program will be employed under a contract or agreement between either a qualified community action board or the Secretary and a public agency or a private nonprofit organization (other than a political party) either—

"(1) on publicly owned and operated facilities or projects, or

"(2) on local projects sponsored by private nonprofit organizations (other than political parties), other than projects involving the construction, operation, or maintenance of so much of any facility used or to be used for sectarian instruction or as a place for religious worship, or

"(3) on local projects provided under sec-

tion 222 of this part by contract between the qualified community action board and the employer.

"(b) Enrollees in the program will be employed under a contract or agreement between either the qualified community action board or the Secretary and an employer under which the enrollees will be provided on-the-job training that meets the following requirements:

"(1) The training content of the program is adequate, involve reasonable progression, and holds promise that it will result in the qualification of trainees for suitable employment.

"(2) The training period is reasonable and consistent with periods customarily required for comparable training.

"(3) Adequate and safe facilities and adequate personnel and records of attendance and progress will be provided.

"(4) The enrollee will be compensated at such rates, including periodic increases, as may be deemed reasonable under regulations of the Secretary, considering such factors as the type of work performed, geographical region, proficiency of the employee, and in no event shall exceed the rate of pay for regular employees performing similar services.

"(5) No enrollee will be permitted to participate in the program for more than a year, except that an enrollee may be permitted to participate for one additional year if it is ascertained that (A) he will benefit from an additional year under the program, (B) his employer is making adequate provision for his possible long-term employment, (C) he is unable to qualify for suitable employment without part of his wages being paid from sources other than his employer or for other training suitable to his needs, and (D) consideration has been given to the feasibility of the employer paying a larger portion of his wages in view of his experience and training.

"(6) Adequate provision is made for supplementary classroom instruction where appropriate.

"(7) The training will increase the employability of the enrollee in occupational skills or pursuits in which the Secretary finds there is a reasonable expectation of his permanent employment.

"(8) The employment of the enrollee must not displace employed workers or impair existing contracts for services.

"(9) In the event the employer is a private, profitmaking concern, the employer shall pay at least 66⅔ per centum of the enrollee's wage.

"(10) In the event the employer is a public or nonprofit agency, the employer shall pay at least 10 per centum of the enrollee's wage during the fiscal year ending June 30, 1967, and at least 25 per centum of his wages during each succeeding fiscal year.

"Part D—Authorization of appropriations

"SEC. 231. The Secretary shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the two succeeding fiscal years. For the purposes of carrying out this title, there is hereby authorized to be appropriated the sum of \$225,000,000 for the fiscal year ending June 30, 1967, of which \$50,000,000 shall be reserved to administer and conduct the program provided under section 222, and for the fiscal year ending June 30, 1968, and the fiscal year ending June 30, 1969, such sums may be appropriated as the Congress may hereafter authorize by law.

"TITLE III—URBAN AND RURAL COMMUNITY ACTION PROGRAMS

"Part A—Urban community action programs

"Statement of Purpose

"SEC. 301. The purpose of this part is to provide stimulation and incentive for new and imaginative programs for urban com-

munities to mobilize and coordinate their resources to combat poverty through total involvement of individuals and groups concerned and meaningful communication, planning, and implementation at the local community level.

"Qualified Urban Community Action Boards

"SEC. 302. A community action board shall be qualified to conduct, administer, or coordinate programs under this Act, or any other provision of law, only if—

"(a) the membership of the board contains representatives of local government, social welfare and public service agencies, local school systems, the general public, and representatives of the poor comprising at least one-third of the membership of the board;

"(b) the representatives of the poor are selected by the residents in areas of concentration of poverty, with special emphasis on participation by the residents of the area who are poor; and

"(c) in communities where substantial numbers of the poor reside outside of areas of concentration of poverty, provision is made for selection of representatives of such poor through a process, such as neighborhood meetings, in which the poor participate to the greatest possible degree.

"Approval of Community Action Programs

"SEC. 303. (a) Subject to the provisions of subsection (b), the Director may approve a community action program for support under this part if he determines such program—

"(1) includes component programs all of which are focused upon the needs of low-income individuals and families and which provide expanded and improved services, assistance, and other activities, and facilities necessary in connection therewith;

"(2) has, if policy is determined by smaller constituent groups of the community action board, such as an executive committee, true representation of the poor proportionate to that attained on the community action board itself;

"(3) provides that any component board which exercises jurisdiction only in a single impoverished area or neighborhood of the community, is representative primarily of and selected by the residents of such area, and is given power to initiate and disapprove programs for that area;

"(4) includes provisions for reasonable access of the public to information including, but not limited to, reasonable opportunity for public hearings at the request of appropriate local community groups, and reasonable public access to books and records of the board engaged in the development, conduct, and administration of the program, in accordance with regulations of the Director;

"(5) is organized and designed to coordinate, to the extent feasible, all programs at the community level primarily affecting the poor, and to eliminate duplication, conflict, and waste in such programs as well as to assist in altering or eliminating ineffectual programs;

"(6) includes arrangements with a reputable private, and independent auditing firm to preaudit all grants and programs under this title to insure that adequate records are kept and fiscal controls enforced; and

"(7) includes provision for a complete audit of the books six months after the initiation of a program and annually thereafter.

"(b) The Director shall not approve a community action program to be carried out without the approval of a qualified community action board already serving an area unless he determines that—

"(1) the proposed program is of a demonstration or experimental nature and does not conflict with any component program being carried on by the community action board;

"(2) the program is of such a nature as to be unsuitable for inclusion in the overall community action program, or

"(3) the program is required to meet an urgent and temporary emergency need of the poor.

"(c) The Director may approve a community action program to be carried out by a public or private nonprofit agency which is not a qualified community action board in any area which is not served by a qualified community action board (or, if served by such a board, the program meets the requirements of subsection (b)) and the proposed program would qualify as a component of a community action program.

"Definition

"SEC. 304. For the purposes of this part, the term "urban community" means an area determined by the Director, on the basis of the latest information available from the Bureau of the Census, to have a population of more than seventy-five thousands, except where the Director, under authority of section 314, designates an area having a population of more than seventy-five thousand and less than one hundred and fifty thousand as a rural area.

"Part B—Rural community action programs

"Statement of Purpose

"SEC. 311. The purpose of this part is to provide stimulation and incentive for new and imaginative separate programs to meet the unique and distinctive problems of the rural areas in mobilizing and coordinating their resources to combat poverty through total involvement of individuals and groups concerned and meaningful communication, planning, and implementation at the community level.

"Qualified Rural Community Action Boards

"SEC. 312. A community action board shall be qualified to conduct, administer, or coordinate programs under this Act, or any other provision of law, only if—

"(a) the membership of the board contains representatives of local government, social welfare and public service agencies, local school systems, the general public, cooperative extension service, technical action panels under rural community development, and representatives of the poor comprising at least one-third of the membership of the board;

"(b) the representatives of the poor are selected by a process such as neighborhood meetings in areas of concentration of poverty in which the poor participate to the greatest degree possible in light of the special problem of separation, isolation, and communication which prevail in rural areas.

"Approval of Community Action Programs

"SEC. 313. Subject to the provisions of subsection (b), the Director may approve a community action program for support under this part if he determines such program—

"(a) meets the requirements set forth in paragraphs (1), (2), (4), (5), (6), and (7) of section 303(a), and 303(b).

"(b) provides that any community action board operating within established county or municipal borders under a qualified overall board with broader geographical jurisdiction shall meet the requirements of section 312 and is given power to initiate and disapprove programs for that area.

"Definition

"SEC. 314. For purposes of this part, the term "rural areas" means any area determined by the Director, on the basis of the latest information available from the Bureau of the Census, to have a population of seventy-five thousand or less, except that in exceptional circumstances he may designate as a rural area any area having a population of less than one hundred and fifty thousand.

"Part C—Administration

"Allotments to States

"SEC. 321. (a) From the sums appropriated to carry out this title for a fiscal year, the Director shall reserve the amount needed for carrying out sections 322 and 323. Not to exceed 2 per centum of the amount so reserved shall be allotted by the Director among Puerto Rico, Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands according to their respective needs for assistance under this title. Twenty per centum of the amount so reserved shall be allotted among the States as the Director shall determine. The remainder of the sums so reserved shall be allotted among the States as provided in subsection (b).

"(b) Of the sums being allotted under this subsection—

"(1) one-third shall be allotted by the Director among the States so that the allotment to each State under this clause will be an amount which bears the same ratio to such one-third as the number of public assistance recipients in such States bears to the total number of public assistance recipients in all the States;

"(2) one-third shall be allotted by him among the States so that the allotment to each State under this clause will be an amount which bears the same ratio to such one-third as the annual average number of persons unemployed in such State bears to the annual average number of persons unemployed in all the States; and

"(3) the remaining one-third shall be allotted by him among the States so that the allotment to each State under this clause will be an amount which bears the same ratio to such one-third as the number of related children under eighteen years of age living in families with incomes of less than \$1,000 in such State bears to the number of related children under eighteen years of age living in families with incomes of less than \$1,000 in all the States.

"(c) The Director shall divide each State's allotment under subsection (b) into two parts, one of which may be used only for urban community action programs, and one of which may be used only for rural community action programs. Each such part shall bear the same ratio to the amount allotted as the urban population or rural population, as the case may be, of the State bears to the population of the State, as determined on the basis of the best data available from the Bureau of the Census.

"(d) The portion of any State's allotment under subsection (a) for a fiscal year which the Director determines will not be required for such fiscal year for carrying out this title shall be available for reallocation from time to time, on such dates during such year as the Director may fix, to other States in proportion to their original allotments for such year, but with such proportionate amount for any of such other States being reduced to the extent it exceeds the sum which the Director estimates such State needs and will be able to use for such year for carrying out this title; and the total of such reductions shall be similarly reallocated among the States whose proportionate amounts are not so reduced: *Provided*, That any amount originally included in that part of the State's allotment reserved for use for urban community action programs may be used only for such programs when reallocated, and any amount originally included in that part of the State's allotment originally reserved for rural community action programs may be used only for such programs when reallocated. Any amount reallocated to a State under subsection during a year shall be deemed part of its allotment under subsection (a) for such year.

"(e) For the purposes of this section, the term "State does not include Puerto Rico,

Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands.

"Financial Assistance for Development of Community Action Programs"

"Sec. 322. The Director is authorized to make grants to, or to contract with, appropriate public or private nonprofit agencies, or combinations thereof, to pay part of all of the cost of development of community action programs.

"Financial Assistance for Conduct and Administration of Community Action Programs"

"Sec. 323. (a) The Director is authorized to make grants to, or to contract with qualified community action boards to pay part or all of the costs of community action programs which have been approved by him pursuant to this title, including the cost of carrying out programs which are components of a community action program and which are designed to achieve the purposes of this title except that where the Director approves a program under section 303(c) he may make grants to, or contact with, public or private nonprofit agencies to pay part or all of such programs.

"(b) No grant or contract authorized under this title may provide for general aid to elementary or secondary education in any school or school system, or provide for any preschool or early-school program, whether or not designed to prepare educationally deprived children.

"(c) In determining whether to extend assistance under this section the Director shall consider among other relevant factors the incidence of poverty within the community and within the areas or groups to be affected by the specific program or programs, and the extent to which the applicant is in a position to utilize efficiently and expeditiously the assistance for which application is made. In determining the incidence of poverty the Director shall consider information available with respect to such factors as: the concentration of low-income families, particularly those with children; the extent of persistent unemployment and underemployment; the number and proportion of persons receiving cash or other assistance on a needs basis from public agencies or private organizations; the number of migrant or transient low-income families; school dropout rates, military service rejection rates, and other evidences of low educational attainment; the incidence of disease, disability, and infant mortality; housing conditions; adequacy of community facilities and services; and the incidence of crime and juvenile delinquency.

"Technical Assistance"

"Sec. 324. The Director is authorized to provide, (1) technical assistance to communities in developing, conducting, and administering community action programs, and (2) training for specialized personnel needed to develop, conduct, or administer such programs or to provide services or other assistance thereunder through grants to, or contracts with qualified community action boards, or, in communities not served by such a board, through grants to or contracts with public or private nonprofit agencies.

"Research, Training, and Demonstrations"

"Sec. 325. The Director is authorized to conduct, or to make grants to or enter into contracts with institutions of higher education or other appropriate public agencies or private organizations for the conduct of research, training, and demonstrations pertaining to the purposes of this title: *Provided*, That no such program shall conflict in any way, in any area, with any existing community action program. Expenditures under this section in any fiscal year shall not exceed \$30,000,000.

"Limitations on Federal Assistance"

"Sec. 326. (a) Assistance pursuant to sections 322 and 323 for the fiscal year ending

June 30, 1967, shall not exceed 90 per centum of the costs referred to in those sections, respectively, and for each fiscal year thereafter shall not exceed 80 per centum of such costs, unless the Director determines, pursuant to regulations adopted and promulgated by him establishing objective criteria for such determinations, that assistance in excess of such percentages is required in furtherance of the purposes of this title. Non-Federal contributions may be in cash or in kind, fairly evaluated, including but not limited to plant, equipment, and services.

"(b) The expenditures or contributions made from non-Federal sources for a community action program or component thereof shall be in addition to the aggregate expenditures or contributions from non-Federal sources which were being made for similar purposes prior to the extension of Federal assistance. The requirement imposed by the preceding sentence shall be subject to such regulations as the Director may adopt and promulgate establishing objective criteria for determinations covering situations where a literal application of such requirement would result in unnecessary hardship or otherwise be inconsistent with the purposes sought to be achieved.

"Participation of State Agencies"

"Sec. 327. (a) The Director shall establish procedures which will facilitate effective participation of the States in community action programs including, but not limited to, consultation with appropriate State agencies on the development, conduct, and administration of such programs.

"(b) The Director is authorized to make grants to, or to contract with, appropriate State agencies for the payment of the expenses of such agencies in providing technical assistance to communities in developing, conducting, and administering community action programs.

"(c) In carrying out the provisions of this title, no contract, agreement, grant, loan, or other assistance shall be made with, or provided to, any State or local public agency or any private institution or organization for the purpose of carrying out any program, project, or other activity within a State unless a plan setting forth such proposed contract, agreement, grant, loan, or other assistance has been submitted to the Governor of the State, and such plan has not been disapproved by the Governor within thirty days of such submission, or, if so disapproved, has been reconsidered by the Director and found by him to be fully consistent with the provisions and in furtherance of the purposes of this title.

"Qualified Community Action Boards"

"Sec. 328. The Director shall certify the name, and area served, by each board which is a community action board as defined in section 302 and which he finds to be competent to carry out the functions assigned qualified community action boards by any provision of this Act.

"Part D—Volunteers in Service to America"

"Sec. 331. (a) The Director is authorized to recruit, select, train and—

"(1) upon request of State or local agencies or private nonprofit organizations, refer volunteers to perform duties in furtherance of programs combating poverty at a State or local level; and

"(2) in cooperation with other Federal, State, or local agencies involved, assign volunteers to work (A) in meeting the health, education, welfare, or related needs of Indians living on reservations, of migratory workers and their families, or of residents of the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, or the Trust Territory of the Pacific Islands; (B) in the care and rehabilitation of the mentally ill or mentally retarded under treatment at nonprofit mental health or mental retardation

facilities assisted in their construction or operation by Federal funds; and (C) in connection with programs or activities authorized, supported, or of a character eligible for assistance under this Act.

"(b) The referral or assignment of volunteers shall be on such terms and conditions as the Director may determine, but volunteers shall not be referred or assigned to duties or work in any State without the consent of the Governor.

"(c) The Director is authorized to provide to all volunteers during training and to volunteers assigned pursuant to subsection (a) (2) such stipend, not to exceed \$50 per month, such living, travel, and leave allowances, and such housing, transportation (including travel to and from the place of training), supplies, equipment, subsistence, clothing, and health and dental care as the Director may deem necessary or appropriate for their needs.

"(d) (1) Each volunteer shall take and subscribe to an oath or affirmation in the form prescribed by section 149 of this Act, and the provisions of section 1001 of title 18, United States Code, shall be applicable with respect to such oath or affirmation; but, except as provided in paragraph (2) of this subsection, volunteers shall not be deemed to be Federal employees and shall not be subject to the provisions of laws relating to Federal employment, including those relating to hours of work, rates of compensation, and Federal employee benefits.

"(2) All volunteers during training and such volunteers as are assigned pursuant to paragraph (2) of subsection (a) shall be deemed Federal employees to the same extent as enrollees of the Job Corps under section 105 (b), (c), and (d) of this Act, except that for purposes of the computation described in paragraph (2) (B) of section 105 (c) the monthly pay of a volunteer shall be deemed to be received under the entrance salary for GS-7 under the Classification Act of 1949.

"Part E—Voluntary assistance program for needy children"

"Statement of Purpose"

"Sec. 341. The purpose of this part is to allow individual Americans to participate in a personal way in the war on poverty, by voluntarily assisting in the support of one or more needy children, in a program coordinated with city or county social welfare agencies.

"Authority To Establish Information Center"

"Sec. 342. (a) In order to carry out the purposes of this part, the Director is authorized to establish a section within the Office of Economic Opportunity to act as an information and coordination center to encourage voluntary assistance for deserving and needy children.

"(b) The Director shall appoint an administrator whose full-time duty shall be to give effect to this program.

"(c) It is the intent of the Congress that the section established pursuant to this part shall act solely as an information and coordination center and that nothing in this part shall be construed as interfering with the jurisdiction of State and local welfare agencies with respect to programs for needy children.

"Part F—Office of Economic Opportunity Establishment of Office"

"Sec. 351. (a) The Office of Economic Opportunity established by section 601 of the Economic Opportunity Act of 1964 is hereby continued as an agency of the United States. The Office shall be headed by a Director who shall be appointed by the President, by and with the advice and consent of the Senate. There shall also be in the Office one Deputy Director and two Assistant Directors who shall be appointed by the President, by and with the advice and consent of the Senate. The Deputy Director

and the Assistant Directors shall perform such functions as the Director may from time to time prescribe.

"(b) The compensation of the Director of the Office of Economic Opportunity shall be fixed by the President at a rate not in excess of the annual rate of compensation payable to the Director of the Bureau of the Budget.

"(c) The compensation of the Deputy Director of the Office of Economic Opportunity shall be fixed by the President at a rate not in excess of the annual rate of compensation payable to the Deputy Director of the Bureau of the Budget.

"(d) The compensation of the Assistant Directors of the Office of Economic Opportunity shall be fixed by the President at a rate not in excess of the annual rate of compensation payable to the Assistant Secretaries of the Executive Departments.

"Authority of Director

"SEC. 362. In addition to the authority conferred upon him by other sections of this Act, the Director is authorized, in carrying out his functions under this title to—

"(a) appoint in accordance with the civil service laws such personnel as may be necessary to enable the Office to carry out its functions and, except as otherwise provided herein, fix their compensation in accordance with the Classification Act of 1949 (5 U.S.C. 1071 et seq.), except that, of the personnel so appointed, not more than one in every one hundred and fifty shall be in grade 16, 17, or 18 of the General Schedule of the Classification Act of 1949;

"(b) employ experts and consultants or organizations thereof as authorized by section 15 of the Administrative Expenses Act of 1946 (5 U.S.C. 55a), compensate individuals so employed at rates not in excess of \$100 per diem, including travel time, and allow them, while away from their homes or regular places of business, travel expenses (including per diem in lieu of subsistence) as authorized by section 5 of such Act (5 U.S.C. 73b-2) for persons in the Government service employed intermittently, while so employed: *Provided, however*, That contracts for such employment may be renewed annually;

"(c) appoint, without regard to the civil service laws, one or more advisory committees composed of such private citizens and officials of the Federal State, and local governments as he deems desirable to advise him with respect to his functions under this Act; and members of such committees, other than those regularly employed by the Federal Government, while attending meetings of such committees or otherwise serving at the request of the Director, shall be entitled to receive compensation and travel expenses as provided in subsection (b) with respect to experts and consultants;

"(d) with the approval of the President, arrange with and reimburse the heads of other Federal agencies for the performance of any of his functions under this title and, as necessary or appropriate, delegate any of his powers under this title and authorize the redelegation thereof;

"(e) utilize, with their consent, the services and facilities of Federal agencies without reimbursement, and, with the consent of any State or a political subdivision of a State, accept and utilize the services and facilities of the agencies of such State or subdivision without reimbursement;

"(f) accept in the name of the Office, and employ or dispose of in furtherance of the purposes of this title, any money, or property, real personal or mixed tangible or intangible, received by gift, devise, bequest, or otherwise;

"(g) accept voluntary and uncompensated services, notwithstanding the provisions of section 3679(b) of the Revised Statutes (31 U.S.C. 665(b));

"(h) disseminate, without regard to the

provisions of section 4154 of title 39, United States Code, data and information, in such form as he shall deem appropriate, to public agencies, private organizations, and the general public;

"(i) adopt an official seal, which shall be judicially noticed;

"(j) collect or compromise all obligations to or held by him and all legal or equitable rights accruing to him in connection with the payment of obligations until such time as such obligations may be referred to the Attorney General for suit or collection;

"(k) expend, without regard to the provisions of any other law or regulation, funds made available for purposes of this title (1) for printing and binding, and (2) for rent of buildings and space in buildings and for repair, alteration, and improvement of buildings and space in buildings rented by him; but the Director shall not utilize the authority contained in this clause (A) except when necessary in order to obtain an item, service, or facility, which is required in the proper administration of this title, and which otherwise could not be obtained, or could not be obtained in the quantity or quality needed, or at the time, in the form, or under the conditions in which, it is needed, and (B) prior to having given written notification to the Administrator of General Services (if the exercise of such authority would affect an activity which otherwise would be under the jurisdiction of the General Services Administration) or the Chairman of the Joint Committee on Printing (if the exercise of such authority would affect an activity which otherwise would be under the jurisdiction of such Committee) of his intention to exercise such authority, the item, service, or facility with respect to which such authority is proposed to be exercised, and the reasons and justifications for the exercise of such authority; and

"(l) establish such policies, standards, criteria, and procedures, prescribe such rules and regulations, enter into such contracts and agreements with public agencies and private organizations and persons, make such payments (in lump sum or installments, and in advance or by way of reimbursement, and in the case of grants, with necessary adjustments on account of overpayments or underpayments), and generally perform such functions and take such steps as he may deem to be necessary or appropriate to carry out the provisions of this title.

"Information Center

"SEC. 363. In order to insure that all Federal programs related to the purposes of this title are utilized to the maximum extent possible, and to insure that information concerning such programs and other relevant information is readily available in one place to public officials and other interested persons, the Director is authorized as he deems appropriate to collect, prepare, analyze, correlate, and distribute such information, either free of charge or by sale at cost (any funds so received to be deposited to the Director's account as an offset to such cost), and make arrangements and pay for any printing and binding without regard to the provisions of any other law or regulation.

"Part G—State bonus community action program

"Statement of Purpose

"SEC. 371. It is the purpose of this part to provide assistance to the States to enable them to join as partners with the Federal Government in programs carried out under this title.

"Allotments to States

"SEC. 372. (a) From the sums available to carry out this part for a fiscal year, the Director shall allot to each State an amount which bears the same ratio to the amount being allotted as the amount allotted such

State under section 321 (other than subsection (d) thereof) bears to the amount allotted all the States under such section for such fiscal year.

"(b) The portion of any State's allotment under subsection (a) for a fiscal year which the Director determines will not be required for such fiscal year for carrying out this part shall be available for reallocation from time to time, on such dates during such year as the Director may fix, to other States in proportion to their original allotments for such year, but with such proportionate amount for any of such other States being reduced to the extent it exceeds the sum which the Director estimates such State needs and will be able to use for such year for carrying out this part; and the total of such reductions shall be similarly reallocated among the States whose proportionate amounts are not so reduced.

"State Plans

"SEC. 373. (a) Any State which desires to receive a grant under this part shall submit to the Director a State plan which—

"(1) provides for the creation of a State office of economic opportunity (hereinafter referred to as the 'State agency') which shall be the sole State agency responsible for carrying out the State plan;

"(2) provides that in formulating its program to be carried out under this part, priority shall be given programs to meet the special needs of the State;

"(3) provides for carrying out, or supplementing the financing of, community action programs which are eligible for assistance under other parts of this title, but are not being, or are being inadequately, assisted thereunder;

"(4) provides for the establishment of a commission in the State to make a study to determine means by which programs carried on under this title may be effectively coordinated with other local, State, and Federal programs, and to report its recommendations to the State agency within one year;

"(5) provides that the State agency will make such reports to the Director, in such form and containing such information, as may reasonably be necessary to enable the Director to perform his duties under this part and will keep such records and afford such access thereto as the Director finds necessary to assure the correctness and verification of such reports;

"(6) provides such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting for Federal funds paid to the State under this part;

"(7) provides for the establishment of a program to insure that salaries of professional staff personnel shall be reasonable with due consideration of salary incomes of said individuals in previous employment.

"(b) The Director may approve any State plan which meets the requirements of subsection (a), but he shall not finally disapprove any State plan submitted under this part, or any modification thereof, without first affording the State agency reasonable notice and opportunity for a hearing.

"Payments

"SEC. 374. (a) The Director shall pay to each State which has a plan approved under this part, from its allotment under section 372, an amount equal to the expenditures of the State in carrying out such plan. Such payments shall be made in advance on the basis of estimates by the Director; and may be made in such installments as the Director may determine, after making appropriate adjustments to take account of previously made overpayments or underpayments.

"(b) The Federal share for each State shall be 50 per centum, except that with respect to expenditures on account of the State commission provided for in section 373(a)(4), the Federal share shall be 90 per centum.

"Operation of State Plans; Hearings and Judicial Review"

"SEC. 375. (a) Whenever the Director, after reasonable notice and opportunity for hearing to the State agency administering a State plan approved under this part, finds that—

"(1) the State plan has been so changed that it no longer complies with the provisions of section 373, or

"(2) in the administration of the plan there is a failure to comply substantially with any such provision, the Director shall notify such State agency that no further payments will be made to the State under this part (or in his discretion, that further payments to the State will be limited to programs under or portions of the State plan not affected by such failure), until he is satisfied that there will no longer be any failure to comply. Until he is so satisfied, no further payments may be made to such State under this part (or payments shall be limited to programs under or portions of the State plan not affected by such failure).

"(b) A State agency dissatisfied with a final action of the Director under section 373 or subsection (a) of this section may appeal to the United States court of appeals for the circuit in which the State is located, by filing a petition with such court within sixty days after such final action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Director, or any officer designated by him for that purpose. The Director thereupon shall file in the court the record of the proceedings on which he based his action, as provided in section 2112 of title 28, United States Code. Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Director or to set it aside, in whole, or in part, temporarily or permanently, but until the filing of the record, the Director may modify or set aside his order. The findings of the Director as to the facts, if supported by substantial evidence, shall be conclusive, but the court, for good cause shown, may remand the case to the Director to take further evidence, and the Director may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence. The judgment of the court affirming or setting aside, in whole or in part, any action of the Director shall be final, subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code. The commencement of proceedings under this subsection shall not, unless so specifically ordered by the court, operate as a stay of the Director's action.

"Part E—Authorizations of appropriations"

"SEC. 381. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the two succeeding fiscal years. For the purpose of carrying out this title (other than parts D and G thereof) there is hereby authorized to be appropriated the sum of \$600,000,000 for the fiscal year ending June 30, 1967. For the purpose of carrying out part D of this title there is hereby authorized to be appropriated the sum of \$25,000,000 for such fiscal year; and for the purpose of carrying out part G of this title there is hereby authorized to be appropriated the sum of \$100,000,000 for such fiscal year. For the fiscal year ending June 30, 1968, and for the fiscal year ending June 30, 1969, such sums may be appropriated as the Congress may hereafter authorize by law.

"TITLE IV—PRESCHOOL, EARLY SCHOOL AND OTHER EDUCATIONAL PROGRAMS FOR CHILDREN OF LOW-INCOME FAMILIES"

"Amendment to Title II of Public Law 874"

"SEC. 401. Title II of the Act of September 30, 1950, is amended by adding at the end thereof the following:

"Special Bonus Grants; Preference for Preschool and Early-School Programs"

"SEC. 213. (a) The Commissioner shall, in carrying out his duties under this title, require that preference over grants for all other programs shall be given to grants for carrying out preschool and early-school programs designed to prepare educationally deprived children, aged three through seven, in areas having high concentrations of children from low-income families to undertake successfully the regular elementary school program.

"(b) Each local educational agency shall be eligible to receive a special bonus grant under this section in any fiscal year if (1) it received a basic grant for the preceding fiscal year, and (2) more than 65 per centum of the funds expended in carrying out the programs provided for in the application submitted under section 205 were expended for carrying out preschool and early-school programs designed to prepare educationally deprived children, aged three through seven, in areas having high concentrations of children from low-income families to successfully undertake the regular elementary school program.

"(b) The amount of a grant under this section shall be equal to the amount by which the expenditures for such preschool and early-school programs exceeded 65 per centum of the amount expended in carrying out the proposals provided for in such application.

"(c) If the sums appropriated or made available to carry out this section for a fiscal year are not sufficient to pay in full the total amount which all local educational agencies are eligible to receive under this title for such fiscal year, such amounts shall be reduced ratably: *Provided*, That in no event shall the aggregate grants under this section for a fiscal year exceed \$100,000,000."

"TITLE V—ADULT BASIC EDUCATION"

"Statement of Purpose"

"SEC. 501. It is the purpose of this title to assist the States to develop programs of functional instruction in the English language and mathematics for individuals who have reached the age of eighteen, but whose deficiencies in these subjects are such that they are prevented from obtaining permanent employment, commensurate with their real ability, or entrance into other education or training programs; and to promote new approaches to the special needs of those who have poor employment possibilities because of such factors as inadequate education, lack of motivation, poor attitude or appearance, and other significant disabilities related to their derivation in poverty; and to, wherever appropriate, provide a new type of specialized, functionally oriented basic education through the use of nonprofessional, noncertified personnel teaching limited curriculums as prescribed by the State.

"Establishment of Adult Basic Education Program"

"SEC. 502. In order to carry out the purposes of this title there is hereby established an Adult Basic Education Program in the Department of Health, Education, and Welfare to be carried out in coordination with other programs under the direction of the Commissioner of Education (hereinafter in this title referred to as the 'Commissioner')."

"Grants to States"

"SEC. 503. (a) From the sums appropriated or allocated to carry out this title, the Com-

missioner shall make grants to States which have State plans approved by him under this section.

"(b) Grants under subsection (a) may be used, in accordance with regulations of the Commissioner, to—

"(1) make grants to qualified community action boards, or where a community is not served by such a board, to a local educational agency, to assist in establishment of pilot projects by local educational agencies, and private school agencies, relating to instruction in public schools, or other facilities used for the purpose by such agencies, of individuals described in section 501, to (A) demonstrate, test, or develop modifications, or adaptations in light of local needs, of special materials or methods for instruction of such individuals, (B) stimulate the development of local educational agency programs, and private school agency programs, for instruction of such individuals in such schools or other facilities, and (C) acquire additional information concerning the materials or methods needed for an effective program for raising adult basic educational skills;

"(2) assist in meeting the cost of local educational agency programs, and private school agency programs, for instruction of such individuals in such schools or other facilities; and

"(3) assist in development or improvement of technical or supervisory services by the State educational agency relating to adult basic education programs.

"State Plans"

"SEC. 504. (a) The Commissioner shall approve for purposes of this title the plan of a State which—

"(1) provides for administration thereof by the State educational agency;

"(2) provides that such agency will make such reports to the Commissioner, in such form and containing such information, as may reasonably be necessary to enable the Commissioner to perform his duties under this title and will keep such records and afford such access thereto as the Commissioner finds necessary to assure the correctness and verification of such reports;

"(3) provides such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting for Federal funds paid to the State under this title (including such funds paid by the State to qualified community action boards, private, nonprofit agencies, and local educational agencies);

"(4) provides for cooperative arrangements between the State educational agency and the State health authority looking toward provision of such health information and services for individuals described in section 501 as may be available from such agencies and as may reasonably be necessary to enable them to benefit from the instruction provided under programs conducted pursuant to grants under this title; and

"(5) sets forth a program for use, in accordance with section 503(b), of grants under this title which affords assurance of substantial progress, within a reasonable period and with respect to all segments of the population and all areas of the State, toward elimination of the inability of adults to read and write English and conduct elementary arithmetic computations, and toward substantially raising the level of education of individuals described in section 501; and

"(6) provides for maximum utilization of nonprofessional, noncertified teachers of limited curriculums, as prescribed by the State of a functional, as distinguished from academic, nature.

"(b) The Commissioner shall not finally disapprove any State plan submitted under this title, or any modification thereof, without first affording the State educational

agency reasonable notice and opportunity for a hearing.

"Allotments

"Sec. 505. (a) From the sums allocated for grants to States under section 503 for any fiscal year, the Commissioner shall reserve such amount, but not in excess of 2 per centum thereof, as he may determine, and shall allot such amount among Puerto Rico, Guam, American Samoa, and the Virgin Islands according to their respective needs for assistance under this title. The remainder of the sums so allocated for a fiscal year shall be allotted by the Commissioner on the basis of the relative number of individuals in each State who have attained age eighteen and who have completed not more than five grades of school or have not achieved an equivalent level of education, as determined by the Commissioner on the basis of the best and most recent information available to him, including any relevant data furnished to him by the Department of Commerce. The amount allotted to any State under the preceding sentence for any fiscal year which is less than \$50,000 shall be increased to that amount, the total thereby required being derived by proportionately reducing the amount allotted to each of the remaining States under the preceding sentence, but with such adjustments as may be necessary to prevent the allotment of any of such remaining States from being thereby reduced to less than \$50,000. For the purposes of this subsection, the term "State" shall not include Puerto Rico, Guam, American Samoa, and the Virgin Islands.

"(b) The portion of any State's allotment under subsection (a) for a fiscal year which the Commissioner determines will not be required, for the period such allotment is available, for carrying out the State plan (if any) approved under this title shall be available for reallocation from time to time, on such dates during such period as the Commissioner may fix, to other States in proportion to the original allotments to such States under subsection (a) for such year, but with such proportionate amount for any of such other States being reduced to the extent it exceeds the sum which the Commissioner estimates such State needs and will be able to use for such period for carrying out its State plan approved under this title; and the total of such reductions shall be similarly reallocated among the States whose proportionate amounts are not so reduced. Any amount reallocated to a State under this subsection during a year shall be deemed part of its allotment under subsection (a) for such year.

"Payments

"Sec. 506. (a) From a State's allotment available for the purpose, the Federal share of expenditures, under its State plan, for the purpose set forth in section 503(b) shall be paid to such State. Such payments shall be made in advance on the basis of estimates by the Commissioner; and may be made in such installments as the Commissioner may determine, after making appropriate adjustments to take account of previously made overpayments or underpayments; except that no such payments shall be made for any fiscal year unless the Commissioner finds that the amount available for expenditures for adult basic educational programs and services from State sources for such year will be not less than the amount expended for such purposes from such sources during the preceding fiscal year.

"(b) In any State which has a State plan approved under section 504(a) and in which the State educational agency is not authorized by law to make grants to a community action board or a private nonprofit agency as provided for in section 503(b), the Commissioner shall arrange for making grants to such board or agency on an equitable basis from the State's allotment under section 505.

"(c) For the fiscal year ending June 30, 1967, the Federal share for each State shall be 90 per centum, and for each succeeding fiscal year shall be 80 per centum.

"Operation of State Plans; Hearings and Judicial Review

"Sec. 507. (a) Whenever the Commissioner, after reasonable notice and opportunity for hearing to the State educational agency administering a State plan approved under this title, finds that—

"(1) the State plan has been so changed that it no longer complies with the provisions of section 504, or

"(2) in the administration of the plan there is a failure to comply substantially with any such provision,

the Commissioner shall notify such State agency that no further payments will be made to the State under this part (or in his discretion, that further payments to the State will be limited to programs under or portions of the State plan not affected by such failure), until he is satisfied that there will no longer be any failure to comply. Until he is so satisfied, no further payments may be made to such State under this part (or payments shall be limited to programs under or portions of the State plan not affected by such failure).

"(b) A State educational agency dissatisfied with a final action of the Commissioner under section 504 or subsection (a) of this section may appeal to the United States court of appeals for the circuit in which the State is located, by filing a petition with such court within sixty days after such final action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Commissioner, or any officer designated by him for that purpose. The Commissioner thereupon shall file in the court the record of the proceedings on which he based his action, as provided in section 2112 of title 28, United States Code. Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Commissioner or to set it aside, in whole or in part, temporarily or permanently, but until the filing of the record, the Commissioner may modify or set aside his order. The findings of the Commissioner as to the facts, if supported by substantial evidence, shall be conclusive, but the court, for good cause shown, may remand the case to the Commissioner to take further evidence, and the Commissioner may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence. The judgment of the court affirming or setting aside, in whole or in part, any action of the Commissioner shall be final, subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code. The commencement of proceedings under this subsection shall not, unless so specifically ordered by the court, operate as a stay of the Commissioner's action.

"Teacher Training Projects

"Sec. 508. The Commissioner shall allocate funds from graduate and teacher training programs assisted by the Federal Government under the National Defense Education Act and other applicable provisions of law to make grants to colleges and universities, State or local educational agencies, or other appropriate public or private nonprofit agencies or organizations to provide training to persons engaged or preparing to engage as instructors for individuals described in section 501, with such stipends and allowances, if any (including traveling and subsistence expenses), for persons undergoing such training and their dependents as the Com-

missioner may by or pursuant to regulation determine.

"Small Neighborhood Programs

"Sec. 509. In carrying out this title, special consideration shall be given to the support of small neighborhood programs adapted to the customs and practices of the residents that normally produce resistance to participation in more formal programs of adult basic education.

"Miscellaneous

"Sec. 510. For purposes of this title—

"(1) The term 'State educational agency' means the State board of education or other agency or officer primarily responsible for the State supervision of public elementary and secondary schools, or, if different, the agency or officer primarily responsible for supervision of adult basic education in public schools whichever may be designated by the Governor or by State law, or, if there is no such agency or officer, an agency or officer designated by the Governor or by State law;

"(2) The term 'local education agency' means a board of education or other legally constituted local school authority having administrative control and direction of public elementary or secondary schools in a city, county, township, school district, or political subdivision in a State, except that if there is a separate board or other legally constituted local authority having administrative control and direction of adult basic education in public schools therein, it means such other board or authority;

"(3) The term 'private school agency' means an association or corporation operating or conducting programs of adult basic education, no part of the net earnings of which inures or may lawfully incur to the benefit of any private shareholder or individual.

"Authorization of Appropriations

"Sec. 511. The Commission shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the two succeeding fiscal years. For the purpose of carrying out this title, there is hereby authorized to be appropriated the sum of \$40,000,000 for the fiscal year ending June 30, 1967, and for the fiscal year ending June 30, 1968, and the fiscal year ending June 30, 1969, such sums may be appropriated as the Congress may hereafter authorize by law.

"TITLE VI—RURAL LOANS AND MIGRANT PROGRAMS

"Statement of Purpose

"Sec. 601. It is the purpose of this title to provide a separate program of specialized assistance to residents of rural areas relying substantially on agricultural pursuits for income, who show promise of maintaining their livelihood in agriculture, or, with the liberalized benefits provided herein, show promise of ability to supplement their income or maintain or support themselves in nonagricultural enterprises.

"Part A

"Sec. 602. (a) The Secretary of Agriculture (hereinafter in this title referred to as the 'Secretary') is authorized, acting through the Farmers' Home Administration, to make loans having a maximum maturity of 15 years and in amounts not exceeding \$3,500 outstanding at any one time to any low-income rural family where, in the judgment of the Secretary, such loans have a reasonable possibility of effecting a permanent increase in the income of such families by assisting or permitting them to—

"(1) acquire or improve real estate or reduce encumbrances or erect improvements thereon,

"(2) operate or improve the operation of farms not larger than family sized, including but not limited to the purchase of feed, seed, fertilizer, livestock, poultry, and equipment, or

"(3) participate in cooperative associations; and/or to finance nonagricultural enterprises which will enable such families to supplement their income.

"(b) Loans under this section shall be made only if the family is not qualified to obtain such funds by loan under other Federal programs.

"(c) In carrying out this part in areas served by qualified community action boards, the Secretary shall utilize the services of such boards in developing programs under this part.

"Cooperative Associations

"SEC. 603. The Secretary is authorized to make loans to local cooperative associations furnishing essential processing, purchasing, or marketing services, supplies, or facilities predominantly to low-income rural families.

"Limitations of Assistance

"SEC. 604. No financial or other assistance shall be provided under this part unless the Secretary determines that—

"(a) the providing of such assistance will materially further the purposes of this part, and

"(b) in the case of assistance provided pursuant to section 603, the applicant is fulfilling or will fulfill a need for services, facilities, or activities which is not otherwise being met.

"Loan Terms and Conditions

"SEC. 605. Loans pursuant to sections 602 and 603 shall have such terms and conditions as the Secretary shall determine, subject to the following limitations:

"(a) There is reasonable assurance of repayment of the loan;

"(b) The credit is not otherwise available on reasonable terms from private sources or other Federal, State, or local programs;

"(c) The amount of the loan, together with other funds available, is adequate to assure completion of the project or achievement of the purpose for which the loan is made;

"(d) The loan bears interest at a rate not less than (1) a rate determined by the Secretary of the Treasury, taking into consideration the average market yield on outstanding Treasury obligations of comparable maturity, plus (2) such additional charge, if any, toward covering other costs of the program as the Treasury may determine to be consistent with its purposes;

"(e) With respect to loans made pursuant to section 603, the loan is repayable within not more than thirty years; and

"(f) No financial or other assistance shall be provided under this part to, or in connection with, any corporation or cooperative organization for the production of agricultural commodities or for manufacturing purposes: *Provided*, That packing, canning, cooking, freezing, or other processing used in preparing or marketing edible farm products, including dairy products, shall not be regarded as manufacturing merely by reason of the fact that it results in the creation of a new or different substance.

"Part B

"Assistance for Migrant, and Other Seasonally Employed, Agricultural Employees and Their Families

"SEC. 611. (a) The Secretary is authorized to develop and implement programs of loans, loan grantees, and grants to assist State and local agencies, private nonprofit institutions, and cooperatives in establishing, administering, and operating programs which aid migratory workers and seasonal farm laborers and their families, by bettering or helping them to better their present living conditions and providing programs which develop individual skills for permanent employment as well as developing permanent employment possibilities.

"(b) The Secretary is authorized to make grants under this part to States to encourage them to develop a program, coordinated through regional arrangements or State compacts, to provide minimum standards of housing, sanitation, education, transportation, and other environmental conditions.

"(c) The Secretary is authorized to make grants under this part for special programs (1) that will operate on mobile basis, following a migrant community through its entire seasonal flow, or (2) that provide return transportation and other appropriate assistance for migrants employed in seasonal operations who remain in an area after termination of their seasonal employment with the expectations of permanent employment, but are thereafter terminated from such employment.

"(d) From the sums appropriated or allocated to carry out this part, the Secretary may reserve up to \$1,000,000 to be used to conduct a study of methods of decasualizing the labor market, including, but not limited to, studies of the migrant labor streams and alternate occupations for migrants which will effect considerable reductions in the distance traveled by the worker, of training programs to adapt the worker to mechanized agricultural processes, and of training programs to prepare workers for complete removal from the migrant stream.

"Part C

"Authorization of Appropriations

"SEC. 621. The Secretary shall carry out the program provided for in this title during the fiscal year ending June 30, 1967, and the two succeeding fiscal years. For the purpose of carrying out this title, there is hereby authorized to be appropriated the sum of \$55,000,000 for the fiscal year ending June 30, 1967, and for the fiscal year ending June 30, 1968, and the fiscal year ending June 30, 1969, such sums may be appropriated as the Congress may hereafter authorize by law.

"TITLE VII—SPECIAL SMALL BUSINESS LOANS AND INCENTIVES

"Statement of Purpose

"SEC. 701. It is the purpose of this title to supplement the Human Investment Act of 1966 by assisting in the establishment, continuation, expansion, and strengthening of small business concerns owned by individuals who qualify under poverty standards set by the Director, and to assist in the establishment, or expansion of small business concerns which, by the nature of their business, hold substantial and continuing promise of employing substantial numbers of individuals with inadequate backgrounds of educational experience or skills.

"Loans, Participations, and Guaranties

"SEC. 702. The Administrator of the Small Business Administration (hereinafter in this title referred to as the 'Administrator') is authorized to make, participate (on an immediate basis) in, or guarantee loans, repayable in not more than fifteen years, to any small business concern (as defined in section 3 of the Small Business Act (15 U.S.C. 632) and regulations issued thereunder), or to any qualified person seeking to establish such a concern, when he determines that such loans will assist in carrying out the purposes of this title, with particular emphasis on employment of the long-term unemployed: *Provided, however*, That no such loans shall be made, participated in, or guaranteed if the total of such Federal assistance to a single borrower outstanding at any one time would exceed \$25,000. The Administrator may defer payments on the principal of such loans for a grace period and use such other methods as he deems necessary and appropriate to assure the successful establishment and operation of such concern. The Administrator shall encourage, as far as pos-

sible, the participation of the private business community in the program of assistance to such concerns.

"Coordination With Community Action Programs

"SEC. 703. No financial assistance shall be provided under section 702 in any community for which the Director has approved a community action program pursuant to title III of this Act unless such financial assistance is determined by him to be consistent with such program.

"Loan Terms and Conditions

"SEC. 704. Loans made pursuant to section 702 (including immediate participation in and guaranties of such loans) shall have such terms and conditions as the Administrator shall determine, subject to the following limitations:

"(a) There is reasonable assurance of repayment of the loan;

"(b) The financial assistance is not otherwise available on reasonable terms from private sources or other Federal, State, or local programs;

"(c) The amount of the loan, together with other funds available, is adequate to assure completion of the project or achievement of the purposes for which the loan is made;

"(d) The loan bears interest at a rate not less than (1) a rate determined by the Secretary of the Treasury, taking into consideration the average market yield on outstanding Treasury obligations of comparable maturity, plus (2) such additional charge, if any, toward covering other costs of the program as the Administrator may determine to be consistent with its purposes: *Provided, however*, That the rate of interest charged on loans made in redevelopment areas designated under the Area Redevelopment Act (42 U.S.C. 2501 et seq.) shall not exceed the rate currently applicable to new loans made under section 6 of that Act (42 U.S.C. 2505); and

"(e) Fees not in excess of amounts necessary to cover administrative expenses and probable losses may be required on loan guaranties.

"Limitation on Financial Assistance

"SEC. 705. No financial assistance shall be extended pursuant to this title where the Administrator determines that the assistance will be used in relocating establishments from one area to another or in financing subcontractors to enable them to undertake work theretofore performed in another area by other subcontractors or contractors.

"Authorization of Appropriations

"SEC. 706. The Administrator of the Small Business Administration shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the two succeeding fiscal years. For the purpose of carrying out this title, there is hereby authorized to be appropriated the sum of \$12,000,000 for the fiscal year ending June 30, 1967; and for the fiscal year ending June 30, 1968, and the fiscal year ending June 30, 1969, such sums may be appropriated as the Congress may hereafter authorize by law.

"TITLE VIII—WORK EXPERIENCE

"Statement of Purpose

"SEC. 801. It is the purpose of this title to train and equip individuals inured to the perpetual cycle of public assistance and welfare to become self-supporting and capable of sustaining their families. In carrying out this purpose the Secretary of Health, Education, and Welfare shall have exclusive Federal authority and shall utilize and coordinate the facilities and programs available at State and local levels, including, to the extent possible, those in the private and voluntary sector. The Secretary shall give special emphasis to equipping individuals with the

motivation, discipline, and training necessary to hold permanent jobs in private, profit-making enterprises.

"SEC. 802. The Secretary of Health, Education, and Welfare (hereinafter referred to as the 'Secretary') shall determine eligibility for programs under this title with due consideration to meeting the following criteria:

"(a) Training offered to participants shall be constructive from the standpoint of upgrading the employability of individuals;

"(b) Eligibility for public assistance of individuals and families shall continue without diminution during periods of participation;

"(c) Participants may engage in gainful employment without pay from their employers for limited periods up to a maximum of two years: *Provided*, That the Secretary shall determine that they are not being exploited as a source of free labor;

"(d) Participants employed under this title shall not displace or adversely affect regular employees (including substitute workers) or additional workers who would otherwise be hired by employers participating in the program;

"(e) Employment by private, profitmaking enterprises, or public or private nonprofit agencies, shall be approved by the Secretary only if the Secretary determines that there is a reasonable chance that the employer will hire the individual participant upon successful completion of the agreed upon training;

"(f) All participants in the program shall be provided basic education as an integral part of their training if they have need for such education;

"(g) To the extent possible, the Secretary shall utilize all existing Federal, State, local, and private programs to provide training and education to participants;

"(h) In the event there is no existing program of education or training available to participants, the Secretary is authorized to make grants or contracts to provide such programs of assistance;

"(i) In determining, eligibility under this title, special emphasis shall be given to individuals with less than eight years of formal schooling who lack the background for effective performance as employees and citizens.

"Payments for Experimental, Pilot, and Demonstration Projects

"SEC. 803. In order to stimulate the adoption of programs designed to help unemployed fathers and other needy persons to secure and retain employment or to attain or retain capability for self-support or personal independence, the Secretary of Health, Education, and Welfare is authorized to use funds appropriated or allocated to carry out this title to make payments for experimental, pilot, or demonstration projects under section 1115 of the Social Security Act (42 U.S.C. 1315), subject to the limitations contained in section 409(a) (1)-(6), inclusive, of such Act (42 U.S.C. 609(a) (1)-(6)), in addition to the sums otherwise available pursuant thereto. Workers in farm families with less than \$1,200 net family income shall be considered unemployed for the purposes of this title. The costs of such projects to the United States shall, notwithstanding the provisions of such Act, be met entirely from funds appropriated or allocated to carry out the purposes of this title.

"Authorization of Applications

"SEC. 804. The Secretary of Health, Education, and Welfare shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the two succeeding fiscal years. For the purpose of carrying out this title, there is hereby authorized to be appropriated the sum of \$200,000,000 for the fiscal year ending June 30, 1967, and for the fiscal year ending June 30, 1968, and the fiscal year ending

June 30, 1969, such sums may be appropriated as the Congress may hereafter authorize by law.

"TITLE IX—AUTOMATING THE EMPLOYMENT SERVICE

"SEC. 901. Section 103 of the Manpower Development and Training Act of 1962 (Public Law 87-415), as amended is amended to read as follows:

"SEC. 103. (a) The Secretary of Labor is directed, using every appropriate facility, to develop, compile, and make available information regarding skill requirements, occupational outlook, job opportunities, labor supply in various skills, and employment trends on a National, State, area, or other appropriate basis which shall be used in the educational, training, counseling, and placement activities performed under this Act. In the administration of this Act, the Secretary shall give the highest priority to performing the duties prescribed by subsections (a) and (b) of this section with particular emphasis on identifying and publishing those occupations, skills, industries and geographic areas in which the supply of qualified workers is insufficient to meet existing and foreseeable future needs. The sum of \$50,000,000 is hereby authorized to be appropriated for the purpose of carrying out the provisions of this subsection.

"(b) The Secretary of Labor is further directed to develop and establish in the United States Employment Service a program for matching the qualifications of job applicants with employer requirements on a local, interarea, and nationwide basis. Such program shall be designed to provide a quick and direct means of communication among local offices of the Service in the interarea and nationwide referral, recruiting, and placement of unemployed and underemployed workers, and the referral of workers to industries which need them wherever located throughout the Nation. In the development of such program, the Service shall establish a network utilizing electronic data processing and telecommunication systems for the storage, retrieval, and communication of job and worker information. The sum of \$20,000,000 is hereby authorized to be appropriated for the purpose of carrying out the provisions of this subsection."

"SEC. 902. Section 104 of said Act, as amended, is amended to read as follows:

"SEC. 104. The Secretary of Labor shall make such reports and recommendations to the President as are appropriate pertaining to manpower requirements, resources, use, and training; and the President shall transmit to the Congress within sixty days after the beginning of each regular session (commencing with the year 1967) a report pertaining to manpower requirements, resources, utilization, and training. Such reports shall contain a specific and detailed account of the administration, utilization, and operation of the functions and activities prescribed by section 103 of this Act."

"TITLE X—ADMINISTRATION AND COORDINATION

"Repealers: Effective Dates

"SEC. 1001. (a) The Economic Opportunity Act of 1964 is hereby repealed, effective June 30, 1966.

"(b) This Act shall become effective June 30, 1966.

"(c) Notwithstanding subsection (a), during the period between June 30, 1966, and January 1, 1967, the authority granted under the Economic Opportunity Act of 1964 may continue to be utilized to the extent necessary to permit the orderly transformation of programs being carried on under that Act into programs to be carried on under this Act. The authority to carry on a program under the Economic Opportunity Act of 1964 until January 1, 1967, shall be exercised by the officer charged with carrying out a similar program under this Act.

"Economic Opportunity Council

"SEC. 1002. (a) There is hereby established an Economic Opportunity Council, which shall meet at least quarterly to consult and devise methods to insure that antipoverty efforts conducted by all segments of the Federal Government are coordinated.

"(b) The Council shall include the Director, who shall be Chairman, the Secretary of Defense, the Attorney General, the Secretary of the Interior, Agriculture, Commerce, Labor, Health, Education, and Welfare, Housing and Urban Development, the Administrator of the Small Business Administration, the Chairman of the Council of Economic Advisers, the Director of Selective Service, and each other agency who has primary responsibility for a program being carried out under this Act.

"Labor Standards

"SEC. 1003. All laborers and mechanics employed by contractors or subcontractors in the construction, alteration or repair, including painting and decorating of projects, buildings and works which are federally assisted under this Act shall be paid wages at rates not less than those prevailing on similar construction in the locality as determined by the Secretary of Labor in accordance with the Davis-Bacon Act, as amended (40 U.S.C. 276a-276a-5). The Secretary of Labor shall have, with respect to such labor standards, the authority and functions set forth in Reorganization Plan Numbered 14 of 1950 (15 F.R. 3176; 64 Stat. 1267; 5 U.S.C. 133-133z-15), and section 2 of the Act of June 13, 1934, as amended (48 Stat. 948, as amended; 40 U.S.C. 276 (c)).

"Reports

"SEC. 1004. Not later than one hundred and twenty days after the close of each fiscal year, each officer charged with carrying out a program under this Act shall prepare and submit to the President for transmission to the Congress a full and complete report on the program he carries out for such fiscal year.

"Definitions

"SEC. 1005. As used in this Act:

"(a) The term 'State' means a State, the Commonwealth of Puerto Rico, the District of Columbia, Guam, American Samoa, or the Virgin Islands, and for purposes of title I and part A of title III such term includes the Trust Territory of the Pacific Islands; and the term 'United States', when used in a geographical sense, includes the foregoing and all other places, continental or insular, including the Trust Territory of the Pacific Islands, subject to the jurisdiction of the United States.

"(b) The term 'agency', unless the context requires otherwise, means department, agency, or other component of a Federal, State, or local governmental entity.

"(c) The term 'family', in the case of a Job Corps enrollee, means—

"(1) the spouse or child of an enrollee, and

"(2) any other relative who draws substantial support from the enrollee.

"Preference to Community Action Programs

"SEC. 1006. To the extent feasible and consistent with the provisions of law governing any Federal program and with the purposes of this Act, the head of each Federal agency administering any Federal program is directed to give preference for any application for assistance or benefits which is made pursuant to or in connection with a community action program approved pursuant to title III of this Act.

"Political Discrimination; Political Activity

"SEC. 1007. (a) No officer or employee in the executive branch of the Federal Government shall make any inquiry concerning the political affiliation or belief of any person whose compensation is paid, in whole or in

part, from sums appropriated to carry out this Act. All disclosures concerning such matters shall be ignored, except as to such membership in political parties or organizations as constitutes by law a disqualification for Government employment. No discrimination shall be exercised, threatened, or promised by any person in the executive branch of the Federal Government against or in favor of any person whose compensation is paid, in whole or in part, from sums appropriated to carry out this Act because of his political affiliations or beliefs, except as may be specifically authorized or required by law.

"(b) No person whose compensation is paid, in whole or in part, from sums appropriated to carry out this Act shall take an active part in political management or in political campaigns, and no such officer or employee shall use his official authority or influence for the purpose of interfering with an election or affecting the result thereof. All such persons shall retain the right to vote as they may choose and to express, in their private capacities, their opinions on all political subjects and candidates. This section shall not apply to officers or employees of the United States.

"(c) Whenever the United States Civil Service Commission finds that any person has violated subsection (b), it shall, after giving due notice and opportunity for explanation to the person concerned, certify the facts to the Director with specific instructions as to discipline or dismissal or other corrective action.

"Limitation of Staff Salaries

"SEC. 1008. No person whose compensation exceeds \$6,000 per annum and is paid, in whole or in part, from sums appropriated to carry out this Act shall be employed at a rate of compensation which exceeds by more than 20 per centum the salary which he was receiving in his immediately preceding employment, but the head of the agency who is charged by this Act with the administration of the program in which he is employed may grant exceptions for specific cases.

"Prohibition of Federal Control

"SEC. 1009. Nothing contained in this Act shall be construed to authorize any department, agency, officer, or employee of the United States to exercise any direction, supervision, or control over the curriculum, program of instruction, administration, or personnel of any educational institution or school system.

"SEC. 1010. No funds appropriated under the authority of this Act shall be used to provide bail or bail bond to secure the appearance of any person in court.

"TITLE XI—TREATMENT OF INCOME FOR CERTAIN PUBLIC ASSISTANCE PURPOSES

"Public Assistance

"SEC. 1101. (a) Notwithstanding the provisions of titles I, IV, X, XIV, and XVI of the Social Security Act, a State plan approved under any title shall provide that—

"(1) the first \$85 plus one-half of the excess over \$85 of payments made to or on behalf of any person for or with respect to any month under title I, II, or III of this Act or any program assisted under such title shall not be regarded (A) as income or resources of such person in determining his need under such approved State plan, or (B) as income or resources of any other individual in determining the need of such other individual under such approved State plan;

"(2) no payments made to or on behalf of any person for or with respect to any month under such title or any such program shall be regarded as income or resources of any other individual in determining the need of such other individual under such approved State plan except to the extent made available to or for the benefit of such other individual; and

"(3) no grant made to any family under title VI of this Act shall be regarded as income or resources of such family in determining the need of any member thereof under such approved State plan."

The previous question was ordered.

The SPEAKER. The question is on the motion to recommit.

Mr. GERALD R. FORD. Mr. Speaker, on that I demand the yeas and nays.

The yeas and nays were ordered.

The question was taken; and there were—yeas 162, nays 203, answered "present" 1, not voting 66, as follows:

[Roll No. 319]

YEAS—162

Abbitt	Downing	Natcher
Abernethy	Duncan, Tenn.	Nelsen
Adair	Dwyer	O'Neal, Ga.
Anderson, Ill.	Edwards, Ala.	Passman
Andrews,	Ellsworth	Pelly
Glenn	Erlenborn	Pike
Andrews,	Everett	Poff
N. Dak.	Findley	Quile
Arends	Fino	Quillen
Ashbrook	Flynt	Randall
Ashmore	Ford, Gerald R.	Reid, Ill.
Ayres	Frelinghuysen	Reifel
Baring	Fulton, Pa.	Reinecke
Bates	Fuqua	Rhodes, Ariz.
Battin	Gathings	Rivers, S.C.
Belcher	Gialmo	Rogers, Fla.
Bell	Goodell	Roudebush
Bennett	Gross	Rumsfeld
Berry	Grover	Satterfield
Betts	Gurney	Saylor
Bray	Haley	Schneebeli
Brock	Hall	Schweiker
Broomfield	Halleck	Secret
Brown, Clarence J., Jr.	Hansen, Idaho	Shipley
Broyhill, N.C.	Hardy	Shriver
Broyhill, Va.	Harsha	Sikes
Buchanan	Harvey, Mich.	Skubitz
Burleson	Herlong	Smith, Calif.
Burton, Utah	Hosmer	Smith, N.Y.
Byrnes, Wis.	Hull	Smith, Va.
Cahill	Hungate	Springer
Callaway	Hutchinson	Stafford
Cederberg	Jarman	Stanton
Chamberlain	Johnson, Pa.	Stratton
Clancy	Jonas	Stubblefield
Clausen,	Keith	Talcott
Don H.	Kunkel	Teague, Calif.
Clawson, Del.	Laird	Teague, Tex.
Cleveland	Langen	Thomson, Wis.
Collier	Latta	Tuck
Colmer	Lipscomb	Tuten
Conable	Long, La.	Waggoner
Conte	McCulloch	Walker, Miss.
Corbett	McMillan	Watkins
Cramer	MacGregor	Watson
Cunningham	Mailliard	Watts
Curtin	Marsh	Whalley
Curtis	Martin, Nebr.	Whitten
Dague	Mathias	Widnall
Davis, Ga.	May	Williams
Davis, Wis.	Michel	Wilson, Bob
Devine	Millis	Wyatt
Dole	Mize	Wydler
Dorn	Moore	Younger
Dowdy	Morton	
	Mosher	

NAYS—203

Adams	Cohelan	Fogarty
Addabbo	Conyers	Foley
Anderson,	Cooley	Ford,
Tenn.	Corman	William D.
Annunzio	Craley	Fountain
Ashley	Culver	Fraser
Bandstra	Daniels	Friedel
Barrett	Dawson	Fulton, Tenn.
Beckworth	de la Garza	Gallagher
Bingham	Delaney	Garmatz
Blatnik	Dent	Gibbons
Boggs	Diggs	Gilbert
Boland	Dingell	Gilligan
Bolling	Donohue	Gonzalez
Brademas	Dulski	Grabowski
Brooks	Duncan, Oreg.	Green, Oreg.
Burke	Edmondson	Green, Pa.
Burton, Calif.	Edwards, Calif.	Grider
Byrne, Pa.	Evins, Tenn.	Griffiths
Callan	Fallon	Hagen, Calif.
Cameron	Farbstein	Halpern
Carey	Farnsley	Hamilton
Casey	Farnum	Hanley
Celler	Fascell	Hanna
Clark	Feighan	Hansen, Iowa
Clevenger	Flood	Hansen, Wash.

Hathaway	Matsunaga	Rostenkowski
Hawkins	Matthews	Roush
Hays	Meeds	Roybal
Hechler	Miller	Ryan
Helstoski	Minish	St Germain
Henderson	Mink	St. Onge
Hicks	Moeller	Scheuer
Holifield	Moorhead	Schisler
Holland	Morgan	Schmidhauser
Horton	Morris	Senner
Huot	Multer	Sickles
Ichord	Murphy, Ill.	Sisk
Irwin	Murphy, N.Y.	Slack
Jacobs	Nix	Smith, Iowa
Joelson	O'Brien	Staggers
Johnson, Calif.	O'Hara, Ill.	Stalbaum
Jones, Ala.	O'Hara, Mich.	Steed
Jones, N.C.	Olson, Minn.	Sullivan
Karsten	Ottinger	Sweeney
Karth	Patman	Taylor
Kastenmeier	Patten	Tenzer
Kelly	Pepper	Thompson, N.J.
Keogh	Perkins	Todd
King, Calif.	Philbin	Trimble
King, Utah	Pickle	Tunney
Kirwan	Powell	Tupper
Kornegay	Price	Udall
Krebs	Pucinski	Ullman
Kupferman	Race	Van Deerlin
Leggett	Redlin	Vanik
Lennon	Rees	Vigorito
Long, Md.	Reid, N.Y.	Vivian
Love	Resnick	Waldie
McCarthy	Reuss	Weltner
McDowell	Rhodes, Pa.	White, Idaho
McFall	Rivers, Alaska	White, Tex.
McGrath	Roberts	Whitener
Macdonald	Rodino	Wilson,
Machen	Rogers, Colo.	Charles H.
Ronan	Rooney, N.Y.	Wolff
Mackie	Rooney, Pa.	Yates
Madden	Rosenthal	Young
Mahon		

ANSWERED "PRESENT"—1

Zablocki

NOT VOTING—66

Albert	Hagan, Ga.	Nedzi
Andrews,	Harvey, Ind.	O'Konski
George W.	Hébert	Olsen, Mont.
Aspinall	Howard	O'Neill, Mass.
Bolton	Jennings	Pirnie
Bow	Johnson, Okla.	Poage
Brown, Calif.	Jones, Mo.	Pool
Cabell	Kee	Purcell
Carter	King, N.Y.	Robison
Chelf	Kluczynski	Rogers, Tex.
Daddario	Landrum	Roncalio
Denton	McClory	Scott
Derwinski	McDade	Selden
Dickinson	McEwen	Stephens
Dow	McVicker	Thomas
Dyal	Martin, Ala.	Thompson, Tex.
Edwards, La.	Martin, Mass.	Toll
Evans, Colo.	Minshall	Utt
Fisher	Monagan	Walker, N. Mex.
Gettys	Morrison	Willis
Gray	Morse	Wright
Greigg	Moss	
Gubser	Murray	

So the motion to recommit was rejected.

The Clerk announced the following pairs:

On this vote:

Mrs. Bolton for, with Mr. Zablocki against.
Mr. Hébert for, with Mr. O'Neill of Massachusetts against.

Mr. Pool for, with Mr. Kluczynski against.
Mr. Fisher for, with Mrs. Thomas against.
Mr. Chelf for, with Mr. Albert against.

Mr. George W. Andrews for, with Mr. Evans of Colorado against.

Mr. Selden for, with Mr. Aspinall against.
Mr. Stephens for, with Mr. Howard against.

Mr. Scott for, with Mr. Jennings against.
Mr. Rogers of Texas for, with Mr. Moss against.

Mr. Murray for, with Mr. Brown of California against.

Mr. Hagan of Georgia for, with Mr. McVicker against.

Mr. Gettys for, with Mr. Kee against.
Mr. Derwinski for, with Mr. Daddario against.

Mr. Bow for, with Mr. Denton against.
Mr. McClory for, with Mr. Nedzi against.
Mr. Gubser for, with Mr. Monagan against.
Mr. Carter for, with Mr. Cabell against.

Mr. Robison for, with Mr. Dyal against.
 Mr. Minshall for, with Mr. Utt against.
 Mr. Martin of Alabama for, with Mr. Gray against.
 Mr. McEwen for, with Mr. Olsen of Montana against.
 Mr. King of New York for, with Mr. Wright against.
 Mr. Dickinson for, with Mr. Walker of New Mexico against.
 Mr. Harvey of Indiana for, with Mr. Johnson of Oklahoma against.

Until further notice:

Mr. Landrum with Mr. Pirnie.
 Mr. Roncalio with Mr. O'Konski.
 Mr. Willis with Mr. Martin of Massachusetts.
 Mr. Greigg with Mr. Morse.
 Mr. Purcell with Mr. McDade.
 Mr. Morrison with Mr. Dow.
 Mr. Thompson of Texas with Mr. Edwards of Louisiana.

Mr. ZABLOCKI. Mr. Speaker, I have a live pair with the gentlewoman from Ohio [Mrs. Bolton]. If she were present, she would have voted "yea." I voted "nay." I withdraw my vote and vote "present."

The result of the vote was announced as above recorded.

The SPEAKER. The question is on the passage of the bill.

Mr. GERALD R. FORD. Mr. Speaker, on that I demand the yeas and nays.

The yeas and nays were ordered.

The question was taken; and there were—yeas 210, nays 156, answered "present" 1, not voting 65, as follows:

[Roll No. 320]

YEAS—210

Adams	Foley	McDowell
Addabbo	Ford,	McFall
Anderson,	William D.	McGrath
Tenn.	Fraser	Macdonald
Annunzio	Friedel	Machen
Ashley	Fulton, Pa.	Mackay
Bandstra	Fulton, Tenn.	Mackie
Barrett	Gallagher	Madden
Beckworth	Garmatz	Matsunaga
Bingham	Gialmo	Matthews
Blatnik	Gibbons	Meeds
Boggs	Gilbert	Miller
Boland	Gilligan	Minish
Bolling	Gonzalez	Mink
Brademas	Grabowski	Moeller
Brooks	Green, Oreg.	Moore
Burke	Green, Pa.	Moorhead
Burton, Calif.	Grider	Morgan
Burton, Utah	Griffiths	Morris
Byrne, Pa.	Hagen, Calif.	Multer
Cahill	Halpern	Murphy, Ill.
Callan	Hamilton	Murphy, N.Y.
Cameron	Hanley	Natcher
Carey	Hanna	Nix
Casey	Hansen, Iowa	O'Brien
Celler	Hansen, Wash.	O'Hara, Ill.
Clark	Hathaway	O'Hara, Mich.
Clevenger	Hawkins	Olson, Minn.
Cohelan	Hays	Ottinger
Conte	Hechler	Patman
Conyers	Helstoski	Patten
Corman	Hicks	Pepper
Craley	Holifield	Perkins
Culver	Holland	Philbin
Daniels	Horton	Pickle
Dawson	Huot	Pike
de la Garza	Irwin	Powell
Delaney	Jacobs	Price
Dent	Joelson	Pucinski
Diggs	Johnson, Calif.	Race
Dingell	Karsten	Redlin
Donohue	Karth	Rees
Dulski	Kastenmeier	Reid, N.Y.
Duncan, Oreg.	Kee	Resnick
Dwyer	Keith	Reuss
Edmondson	Kelly	Rhodes, Pa.
Edwards, Calif.	Keogh	Rivers, Alaska
Evins, Tenn.	King, Calif.	Roberts
Fallon	King, Utah	Rodino
Farbstein	Kirwan	Rogers, Colo.
Farnsley	Krebs	Ronan
Farnum	Kupferman	Rooney, N.Y.
Fascell	Leggett	Rooney, Pa.
Feighan	Long, Md.	Rosenthal
Flood	Love	Rostenkowski
Fogarty	McCarthy	Roush

Roybal
 Ryan
 St Germain
 St. Onge
 Saylor
 Scheuer
 Schisler
 Schmidhauser
 Secrest
 Senner
 Shipley
 Sickles
 Sisk
 Slack
 Smith, Iowa

Stafford
 Stagers
 Stalbaum
 Steed
 Stratton
 Stubblefield
 Sullivan
 Sweeney
 Tenzer
 Thompson, N.J.
 Todd
 Trimble
 Tunney
 Tupper
 Udall

Ullman
 Van Deerlin
 Vanik
 Vigorito
 Vivian
 Waldie
 Weltner
 White, Idaho
 White, Tex.
 Widnall
 Wilson,
 Charles H.
 Wolff
 Yates
 Young

NAYS—156

Abbott
 Abernethy
 Adair
 Anderson, Ill.
 Andrews,
 Glenn
 Andrews,
 N. Dak.
 Arends
 Ashbrook
 Ashmore
 Ayres
 Baring
 Bates
 Battin
 Belcher
 Bell
 Bennett
 Berry
 Betts
 Bray
 Brock
 Broomfield
 Brown, Clarence J., Jr.
 Broyhill, N.C.
 Broyhill, Va.
 Buchanan
 Burleson
 Byrnes, Wis.
 Callaway
 Cederberg
 Chamberlain
 Clancy
 Clausen,
 Don H.
 Clawson, Del.
 Cleveland
 Collier
 Colmer
 Conable
 Cooley
 Corbett
 Cramer
 Cunningham
 Curtin
 Curtis
 Daguer
 Davis, Ga.
 Davis, Wis.
 Devine
 Dole
 Dorn
 Dowdy

ANSWERED "PRESENT"—1

Zablocki

NOT VOTING—65

Albert	Gubser	Murray
Andrews,	Hagan, Ga.	Nedzi
George W.	Harvey, Ind.	O'Konski
Aspinall	Hébert	Olsen, Mont.
Bolton	Howard	O'Neill, Mass.
Bow	Jennings	Pirnie
Brown, Calif.	Johnson, Okla.	Poage
Cabell	Jones, Mo.	Pool
Carter	King, N.Y.	Purcell
Chelf	Kluczynski	Robison
Daddario	Landrum	Rogers, Tex.
Denton	McClory	Roncalio
Derwinski	McDade	Scott
Dickinson	McEwen	Selden
Dow	McVicker	Stephens
Dyal	Martin, Ala.	Thomas
Edwards, La.	Martin, Mass.	Thompson, Tex.
Evans, Colo.	Minshall	Toll
Fisher	Monagan	Utt
Gettys	Morrison	Walker, N. Mex.
Gray	Morse	Willis
Greigg	Moss	Wright

So the bill was passed.

The Clerk announced the following pairs:

On this vote:

Mr. Zablocki for, with Mrs. Bolton against.
 Mr. Albert for, with Mr. Hébert against.

Mr. O'Neill of Massachusetts for, with Mr. Pool against.

Mrs. Thomas for, with Mr. Fisher against.
 Mr. Evans of Colorado for, with Mr. George W. Andrews against.

Mr. Kluczynski for, with Mr. Selden against.
 Mr. Aspinall for, with Mr. Stephens against.
 Mr. Howard for, with Mr. Scott against.
 Mr. Jennings for, with Mr. Rogers of Texas against.

Mr. Moss for, with Mr. Murray against.
 Mr. Brown of California for, with Mr. Hagan of Georgia against.

Mr. Cabell for, with Mr. Gettys against.
 Mr. Daddario for, with Mr. Derwinski against.

Mr. Denton for, with Mr. Utt against.
 Mr. Nedzi for, with Mr. McClory against.
 Mr. Monagan for, with Mr. Gubser against.
 Mr. Dyal for, with Mr. Robison against.
 Mr. Gray for, with Mr. Martin of Alabama against.

Mr. Olsen of Montana for, with Mr. McEwen against.

Mr. Wright for, with Mr. Dickinson against.
 Mr. Johnson of Oklahoma for, with Mr. Harvey of Indiana against.

Mr. Carter for, with Mr. Minshall against.
 Mr. McDade for, with Mr. Bow against.
 Mr. Morse for, with Mr. King of New York against.

Until further notice:

Mr. McVicker with Mr. Martin of Massachusetts.

Mr. Walker of New Mexico with Mr. O'Konski.

Mr. Willis with Mr. Pirnie.

Mr. Landrum with Mr. Chelf.

Mr. Thompson of Texas with Mr. Greigg.
 Mr. Purcell with Mr. Edwards of Louisiana.
 Mr. Roncalio with Mr. Morrison.

Mr. ZABLOCKI. Mr. Speaker, I have a live pair with the gentlewoman from Ohio [Mr. Bolton]. If she were present, she would have voted "nay." I voted "yea." I withdraw my vote and vote "present."

The result of the vote was announced as above recorded.

A motion to reconsider was laid on the table.

HOURLY OF MEETING, SEPTEMBER 30

Mr. BOGGS. Mr. Speaker, I ask unanimous consent that when the House adjourns today it adjourn to meet at 10 o'clock tomorrow.

The SPEAKER. Is there objection to the request of the gentleman from Louisiana?

There was no objection.

LEGISLATIVE PROGRAM FOR FRIDAY, SEPTEMBER 30

(Mr. GERALD R. FORD asked and was given permission to address the House for 1 minute.)

Mr. GERALD R. FORD. Mr. Speaker, I take this time for the purpose of asking the distinguished acting majority leader the program for tomorrow.

Mr. BOGGS. Mr. Speaker, will the gentleman yield?

Mr. GERALD R. FORD. I yield to the gentleman.

Mr. BOGGS. Mr. Speaker, in response to the distinguished minority leader, it is the intention of the leadership to call up immediately upon the convening of the House tomorrow, after the adoption of the rule, H.R. 17607, to temporarily suspend the investment

TO TERMINATE EXISTENCE OF INDIAN CLAIMS COMMISSION

Mr. HALEY. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the bill (H.R. 5392) to terminate the existence of the Indian Claims Commission, and for other purposes, with Senate amendments thereto, disagree to the Senate amendments, and ask for a conference with the Senate.

The SPEAKER. Is there objection to the request of the gentleman from Florida? The Chair hears none and appoints the following conferees: Messrs. HALEY, O'BRIEN of New York, EDMONDSON, SAYLOR, and BERRY.

CORRECTION OF THE RECORD

Mrs. GREEN of Oregon. Mr. Speaker, I ask unanimous consent that the RECORD for September 28 be corrected during the debate on the war on poverty bill, H.R. 15111. There is an error in regard to an amendment which was offered in column 1. This refers to section 111. A very important word, the word "four" has been omitted. It should read, "The director shall arrange for, through grants or contracts, the carrying out of not to exceed four experimental and demonstration projects," and so on.

The SPEAKER. Is there objection to the request of the gentlewoman from Oregon?

There was no objection.

GENERAL LEAVE TO EXTEND

Mr. GIBBONS. Mr. Speaker, I ask unanimous consent that all Members may have 5 legislative days in which to revise and extend their remarks and include extraneous matter during the debate on the bill H.R. 15111.

The SPEAKER. Is there objection to the request of the gentleman from Florida?

There was no objection.

PERMISSION TO CORRECT SECTION NUMBERS AND PUNCTUATION

Mr. GIBBONS. Mr. Speaker, I ask unanimous consent that in the engrossment of the bill H.R. 15111 the Clerk be authorized to correct section numbers and punctuation to conform the bill to the action taken in the Committee of the Whole and by the House.

The SPEAKER. Is there objection to the request of the gentleman from Florida?

There was no objection.

LET'S WIN THE ECONOMIC WAR FRANCE HAS DECLARED AGAINST US

(Mr. STRATTON asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. STRATTON. Mr. Speaker, I do not know how other Members may feel, or how the American people as a whole may feel, but as far as I am concerned I have just about had enough. This Nation is under attack, not militarily but

economically. And not by our enemies but by those who presumably are our friends. And I for one, think it is time we did something about it.

The French, whose nation we saved with our treasure and with the lives of countless tens of thousands of our young men in two successive wars, have launched an all-out assault on the fiscal stability of our Nation. In fact the latest volley in that assault has just been fired by the French spokesman here in our own Capital City during the current session of the International Monetary Fund at the Sheraton Park Hotel. Under orders from General de Gaulle the French, having done their best to upset our common defense posture in NATO, having sided wholeheartedly with the enemy who is shooting at our soldiers in Vietnam, is now engaged in a bold and impudent assault on the American dollar.

It is time we took some effective action against that assault, Mr. Speaker, and I have a program to propose to this House and to the American people to meet that assault. We can no longer afford to ignore the hatchet job which General de Gaulle is trying to do not merely to our international position but on our economy both at home and abroad.

For some years the United States has been faced with a serious economic problem, known variously as the gold flow, the deficit in our international payments, or, perhaps more simply, a severe shortage of dollars. The source of our problem is not far to seek. It stems from our massive efforts ever since the end of World War II to prevent the aggressive expansion of communism and to help shaky and distressed countries, including France, get on their own economic feet. This gold flow or shortage of dollars aggravates the present inflation we are experiencing and the accompanying rise in our prices.

What is hard to take is that one of the nations which has benefited most by these international efforts of ours which have created our dollar shortage problem, France, whose cemeteries are filled with the bodies of American soldiers who died to keep France free, is now doing its level best to aggravate the problem we are already struggling to handle, is attempting to undermine the American dollar, the basis of our economy. And, we might as well admit, she is beginning to make us hurt.

The problem of the dollar gap or the gold outflow may seem like a complicated matter, but its general principles are not really difficult to understand. There are two types of currency used for world trade today. One is the British pound. The other is the American dollar. That means that businesses settle their accounts internationally in either of these two currencies. Because of our political stability and our great industrial might, the dollar is what everyone wants. Nevertheless, in the British Commonwealth of Nations, the English use their pound sterling. The confidence of stock markets all over the world is based on the stability of the pound and dollar.

But our dollar has been under severe pressure for some time—not from our

enemies, but from our supposed friend, France. Our dollar is backed by gold, and we guarantee any nation turning in dollars that we will buy them, and in turn, sell them gold at \$35 an ounce.

For the last few years, France has been converting every single dollar she can get her hands on into gold. In the second quarter of 1966, for example, France more than doubled her purchase of U.S. gold. She bought \$220.7 million, up from \$102.8 million in the first quarter of the year, and up \$148 million from the second quarter last year. What this all means is that all the dollars we Americans spend in France, in any way, France then turn around and turns into gold. Thus, when you buy a bottle of French wine, France takes that dollar or two and converts it into gold. The damage from all of this may be psychological, but it's still very important. Our dollar is so strong, and has been able to pay for two world wars and to bail France out after World War II with help, because people around the world have confidence in the dollar. It is backed by gold. France cannot use the gold she buys. She can only store it. Therefore, she really does not transfer our dollars into gold except for the purely political and, indeed, mischievous purpose of trying to undermine the dollar, thus causing us embarrassment and economic trouble.

This continuing outflow of gold to France must stop if we are to maintain world confidence in the U.S. dollar. If De Gaulle is going to try to undermine our dollar by converting all his dollars into gold, then we will have to see that he does not get the dollars to convert. I therefore propose the following courses of action to deal with this damaging economic threat:

First. France still owes the United States \$374 million for money she borrowed from us during World War II. We should insist that she repay it. If France is now so rich that she can afford to convert all her dollars into gold, let her first repay her remaining outstanding World War II debt before we let her continue her unrelenting assault on our gold supply and on the stability of the dollar.

Second. But that \$374 million is only a drop in the bucket. American tourists spent about \$125 million last year in France. That spending must stop. Americans should voluntarily stop visiting France, and stop spending their dollars there. Perhaps we in Congress might even put limitations on such travel.

Third. My most important proposal relates to French wine. The United States is the largest consumer of French wines in the world. Last year we imported over \$44 million worth. We do not need French wines. New York State produces some of the finest wines and champagnes in the world. This area produces about \$100 million worth. Other areas in America also produce wines. If we stopped buying French wines, and bought New York State wines, De Gaulle would be on his knees in a short time. He would not have anything like the dollars he now has to convert

to gold. An important sector of the French economy would be affected, and he would have to stop trying to undermine our dollar. Let us therefore show where we stand by undertaking a nationwide mass boycott of all French wines and champagne. Once we do that De Gaulle will get the message.

We have no quarrel with the French people. But we do have a quarrel with General de Gaulle. He unilaterally ended NATO last year and ordered American troops out of the France we helped him regain and reorganize. We are in Europe today only because France in the last 50 years, only a stone's throw from Germany, was unable to meet her own commitments with her own resources alone. We helped France after World War II and stopped communism by our Marshall plan. Now, after all this help and blood, the thanks we get is for De Gaulle to try and wreck our economy by earning all the dollars she can, and converting them to gold, thereby depleting our supply—all presumably in the name of the grandeur of France, all to humiliate and undermine the stability and prosperity of the United States.

New York State wine is as good as French wine, probably better in fact. An embargo on French wine, not by legislation but by request, and the substitution of the use of New York and California wines would not only make these wines more readily available to the American public, but it would go far toward solving our balance of payments.

Just the other day the French representative at the IMF conference here in Washington called for an end to the use of the dollar as a basic standard of international exchange, substituting for it gold, of which France is trying desperately to amass quite a hoard.

French gold reserves ran to \$4.5 billion last year, making France the second largest holder of gold in the non-Communist world. This gold hoard, used by De Gaulle to put pressure on the American dollar, as a reserve currency, is described by some French Communists as France's war chest.

Mr. Speaker, we have it in our hands today as a Nation and as a people to put an end to this war, to win it clearly and unmistakably for our side. Let us put an end now to any further appeasement of these French efforts to undermine our economy. Let us begin our counter offensive, and let us begin today.

IT IS POPULAR TO CRITICIZE ANTI-POVERTY PROGRAM

(Mr. MATTHEWS asked and was given permission to extend his remarks at this point in the RECORD and include an editorial.)

Mr. MATTHEWS. Mr. Speaker, in connection with our discussion of the antipoverty program, I am pleased to submit an excellent editorial by Mrs. Lora S. Britt, editor of the Palatka, Fla., Daily News, dated September 26, 1966.

I certainly commend it to all interested in this vital subject.

FROM MY NOTEBOOK: IT'S POPULAR TO CRITICIZE ANTIPOVERTY PROGRAM

(By Lora Sinks Britt)

It is popular to criticize the federal anti-poverty program. There are people who talk about the futility of "give aways." There are those who are convinced that a segment of the populace is going to be poor no matter what is done for it; that we are headed for a socialized state if there are to be rent subsidies and aid to the poor; that money is being wasted.

All of these criticisms are well founded but, when lumped together to oppose the anti-poverty program without any regard for its basic purpose and some of the conditions that necessitate it, they become out of focus.

Fundamentally the anti-poverty program is not a "give-away." The program seeks to find ways to train and educate people so that they can become self sustaining citizens. It does not hand out funds to the poor even though there are those who try to create this image before the public.

The idea that there have always been poor among us and there always will be is undoubtedly true. Human being are human beings and there forever will be those who through circumstance, lack of ability, intelligence or initiative remain in abject poverty. But there are others, millions of them in this land of plenty, who are poor not by their own choice or because they lack the will to improve their lot. Inadequate education, their environment and fear of stepping out of the old ruts in which they live, and even poor health, can keep some people in poverty.

While there is a general complaint against the federal government spending so much money on the anti-poverty program, not enough people in their criticisms are asking what their own states or cities had done to alleviate the conditions that perpetuate poverty, crime and disease, before the federal government began its program. If every city and county, large or small, had moved long ago to better educate and train the poor there would not have been the occasion for the federal government to do the work which naturally costs far more when directed from Washington than it would have from a state capital or the county courthouse.

Operation Head Start generally has shattered the idea that the poor did not care enough about their children. Where the program has been conducted properly parents cooperated wholeheartedly with the Head Start staff and attended meetings in far greater ratio than do parents at Parent-Teacher meetings. This program seeks to give school children a better start in life and seemingly it does so, although only time will reveal the results.

The Job Corps, much maligned because of some incidents has helped many young people who would not have had an opportunity if they had remained in the cities or the rural areas where there were no job possibilities for them even if they graduated from high school.

The Volunteers for Service to America, VISTA, through their work among the poor in the remote areas have brought to national attention almost unbelievable poverty and need in the Appalachian Mountains and among the American Indians.

Of course the poor have always been with us, but until the federal anti-poverty program turned the country's conscience to them, they were overlooked, ignored or forgotten . . . with the number swelling every year.

Unfortunately, the anti-poverty program has taken on some aspects that furnish the complainants with fuel for their arguments. For one thing, the program in the minds of

many is designed only for Negroes. This is false but because of it, anti-poverty becomes synonymous with civil rights controversies for many objectors. Another thing is that in far too many places money has been squandered on fantastically high salaries for people in the program with little or nothing left over to do the work among the poor. The Administration's rent subsidy bill, which would pay part or all of the rent of those people who could not afford to pay for the kind of housing they need, was a bad feature of the anti-poverty program.

The racial issue, waste in the program and the rent subsidy plan have put the anti-poverty program out of focus. The real issue to be considered is: What will happen if the government does not carry on a program to help the poor? Will the anti-poverty program be run really for the benefit of the poor or will it be run for the politicians seeking to advance the future of the Administration?

If the Federal government should not carry on the anti-poverty program, then who will step in to do the same work? Of course each community could, if it would, but old concepts of what the poor can or cannot do and what they do or do not want go deep and it is unlikely that much would be accomplished very soon—although communities may have to try if Congress sometime becomes entirely disenchanted with the anti-poverty program and fails to appropriate sufficient funds.

As the House and the Senate this week discuss the amount of money to appropriate for the anti-poverty program, it would be well if congressmen begin asking also how the money can be spent more effectively and where the "fat" can be cut out of the funds by the anti-poverty officials at the top so that there is money left to fight the "war" at the bottom.

But for those people who think they oppose unalterably the anti-poverty program emanating from Washington, there should be the question: If Washington should discontinue the program, (although this is unlikely for the present) what plans have been made for adopting a similar one in their own communities?

The conscience of many Americans has been awakened to the poverty and misery around them and they are not willing to turn their backs any longer. They want to help the poor, but not bureaucracy.

A NEW 4-YEAR COLLEGE IN THE 11TH CONGRESSIONAL DISTRICT OF MICHIGAN

Mr. CLEVINGER asked and was given permission to address the House for 1 minute; to revise and extend his remarks and to include extraneous matter.)

Mr. CLEVINGER. Mr. Speaker, I would like to call the attention of my colleagues to a new 4-year college in the 11th Congressional District of Michigan. Mackinac College, located on beautiful Mackinac Island, opened on September 14 with 150 charter freshmen and some 20 faculty members. This Saturday, October 1, the college will be dedicated and its first president, Dr. S. Douglas Cornell, installed.

Mr. Speaker, I will be honored to participate in the dedication of Mackinac College this Saturday, and will do so with the hope and confidence that this institution will be dedicated to the highest ideals of our heritage of academic

Mr. President, it is our earnest hope that the words of the United States today on all these issues may contribute to concrete steps toward peace and a better world.

We know the difficulties but we are not discouraged. In the twenty-one turbulent years since the Charter went into effect, we of the United Nations have faced conflicts at least as great and as difficult as any that confront us today. The failure of this Organization has been prophesied many times. But all these prophesies have been disproved. Even the most formidable issues have not killed our Organization—and none will. Indeed, it has grown great and respected by facing the hardest issues and dealing forthrightly with them.

There is no magic in the United Nations save what we its members, bring to it. And that magic is a simple thing; our irreducible awareness of our common humanity and our consequent will to peace. Without the awareness and that will, these buildings would be an empty shell. With them, we have here the greatest instrument ever devised by man for the reconciliation of conflicts and the building of the better future for which all mankind yearns.

A BILL TO ENCOURAGE THE INCLUSION OF LOSS RAIL CARRIERS IN RAILROAD MERGERS

(Mr. WIDNALL (at the request of Mr. CONABLE) was granted permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

Mr. WIDNALL. Mr. Speaker, I am today introducing a bill which would provide an income tax incentive to the possible merger partners of small, debt-ridden rail carriers through the means of a full carryover of net operating losses of the smaller carrier to the new railroad corporation formed by a merger. This bill, I believe would assist such railroads as the debt-ridden Erie-Lackawanna Railroad in their efforts to be included as a part of a major rail system in the East through merger proceedings.

With a long-term debt of \$345 million, and operating losses in 9 out of the last 10 years amounting to \$117 million for tax purposes, it is no wonder that the Erie-Lackawanna is so unattractive as a merger candidate. In addition, any merger partner would have to be prepared to either take over the Erie-Lackawanna payroll of more than \$9 million per month by employing that railroad's workers, or assume an obligation in line with the standard Washington conditions imposed by the Interstate Commerce Commission of providing each worker laid off with 60 percent of his pay for the next 5 years.

Under the present law, loss carryovers can be used in a merger of railroads of not too unequal size. This is not the case with a merger between the smaller debt-ridden carriers such as the Erie-Lackawanna with any of the three major Eastern giants, the C. & O., B. & O., the Norfolk and Western, or the proposed Pennsylvania-New York Central. Nor is there any carryover of net operating losses where the assets of an insolvent railroad, such as the New Haven, are transferred to another railroad. My bill, if enacted, would eliminate these inequities.

The continuing losses from commuter service plaguing the Erie-Lackawanna and other small carriers has created resistance to merger on the part of the larger rail systems and even the ICC. The ICC could require the inclusion of the smaller systems, commuter service and all, as a condition to approval of any merger proposals involving the large rail networks. But the Agency is undoubtedly aware of the fact that such a requirement could be challenged in court on the grounds that it would not conform to the best interests of promoting a sound rail transportation policy. My bill, if enacted, would both assist the larger carriers in meeting the impact of merger with loss rail lines, and would provide the ICC with sufficient reason for the Agency to require the continuation of the necessary commuter service by the merged lines.

My bill would allow a 10-year period to be used, rather than the standard 7-year period, for calculating carryover losses. It would apply only in the case of regulated rail carriers, defined by law as a corporation with 80 percent or more of its gross income originating through the furnishing or sale of transportation. The merged corporations, as a new corporate entity, would have to continue as a regulated rail carrier to benefit from the tax carryover provisions. I would estimate that in the case of the Erie-Lackawanna, the Treasury might lose up to \$42 million in taxes following a merger.

The potential loss of 16,000 jobs, and of rights-of-way that might later have to be repurchased for a mass transportation system, as well as the need for maintaining important freight and commuter service, clearly outweighs any temporary revenue loss.

The legislation I have introduced today is similar in nature to H.R. 10542, introduced by my colleague from New York, Mr. KEOGH, whose experience in these matters as a member of the Committee on Ways and Means is highly valued. I would hope that early hearings could be held on this measure, given the fact that the question of the inclusion of the small rail carriers in mergers of the large eastern railroads and the continuation of commuter service is still being determined before the ICC and the courts. Action on the part of the Congress on this proposal would be of great benefit in the development of a national rail merger policy at the national level, particularly here in the Northeast.

(Mr. WIDNALL (at the request of Mr. CONABLE) was granted permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

[Mr. WIDNALL'S remarks will appear hereafter in the Appendix.]

NEW BATTLE CRY FOR FARMERS

(Mr. FINDLEY (at the request of Mr. CONABLE) was granted permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

Mr. FINDLEY. Mr. Speaker, after years of congressional effort aimed at strengthening farm income in the face of adverse market conditions, Congress must now give its attention to protecting the farmer from selective price fixing by the executive branch of the Federal Government.

The farmer is entitled to full parity income in the marketplace, but he is being denied it because the President and his aids arbitrarily use a variety of devices to drive down farm prices.

This is a reversal of the historic role of government in farm problems.

For the first time in American history the power of government is being used to beat farm prices down below parity.

The Congress has been slow to recognize this change, and action to curb arbitrary control over farm prices must be given top priority when the next session convenes in January.

Singling out farmers for punishment—through dumping grains, curbing hides exports, urging consumer boycotts and the like—is patently unfair in times of inflation. Farmers today are in a worsening cost-price squeeze.

The parity ratio—which measures the prices they get with what they must pay for goods and services—is 20 percent below the fair level. The new legislative battle cry of farmers must be: "Full parity in the marketplace."

Farm operating expenses are running about 4 percent higher than a year ago and still climbing. Across-the-board price controls are one thing. Selective punishment of farmers is quite another.

A logical first step toward protecting the farmer in his right to full parity in the marketplace is to insulate Government grain holdings from normal market channels. With that in mind I have proposed that Government wheat stocks cannot be sold for less than \$2 a bushel. Similar limits should be placed on Government sales of other grains.

PROVIDING FOR COST-OF-LIVING INCREASES IN THE BENEFITS PAYABLE UNDER SOCIAL SECURITY

(Mr. BROCK (at the request of Mr. CONABLE) was granted permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

Mr. BROCK. Mr. Speaker, today I am introducing a bill to amend title II of the Social Security Act to provide for cost-of-living increases in the benefits payable thereunder.

Inflation steals from everyone, young and old alike, but hurts especially those elderly Americans who live on pensions or other fixed incomes.

During the period from 1958 to 1965, the consumer price index increased over 8 percentage points. The cost of services, which our older citizens are more likely to need than our younger citizens, increased over 16 percentage points. When services, exclusive of rent, are considered, the increase was 18 percentage points. Yet during this 7-year period, social security beneficiaries received no increase in social security benefits.

Inflation is now a fact of life. Prices continue to soar upward. There is an urgent need for such a change in the law as this bill proposes. Our older people and others who live on fixed incomes simply cannot stand the pace of this administration's inflation.

There is a precedent for such a provision as I am introducing. Congress, in the Federal Employees Salary Act of 1962, section 1102, provided for an automatic increase in civil service retirement pensions when there has been an increase of 3 percent or more in the consumer price index.

Why should our elderly people and others continue to suffer while runaway inflation further destroys the purchasing power of their dollar? I urge immediate passage of the bill.

OPPOSITION TO WAR ON POVERTY

(Mr. WALKER of Mississippi (at the request of Mr. CONABLE) was granted permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

Mr. WALKER of Mississippi. Mr. Speaker, I rise in strong opposition to the so-called war on poverty and any measure that would extend this program in any degree.

I have seen, in my own congressional district many examples of how these funds are "misused" for strictly political purposes. I have seen examples on how "poverty" money has been used in my State to promote racial unrest. I have seen how the taxpayer's money has been taken by Great Society bureaucrats in high salaried positions in the name of helping the poor. And, I have seen tax money used in my State to pay rent on toilets, drinking fountains, refrigerators, and so forth, when in fact the property was claimed to be rent free.

The questionable activities of the war on poverty by no means ends with the State of Mississippi. The entire nationwide program has proven ineffective, and a burden on the American taxpayer.

At the present time we have committed approximately 300,000 servicemen—and no telling how many dollars—to fight the spread of communism in the Far East. There is no question in my mind that we should be there, but I do strongly question the wisdom of conducting a so-called war on poverty at home with funds we should be using to provide equipment and supplies to our military men.

We in the Congress over the past several months have heard much about various shortages in equipment and supplies in Vietnam, trucks, medical equipment, and ammunition. There has also been considerable talk on the subject of a possible tax increase to cover the added cost of the war in Vietnam. In my judgment, there is no excuse whatsoever for our country to experience either military shortages—or monetary shortages.

Our taxes are quite high enough if we would cut this political shackel from the taxpayer. In the President's budget message this year, he proposed sharp cutbacks in our school lunch program and the school milk program—these programs have proven effective for years

now, yet Great Society officials say they are interested in helping the poor. I am afraid that the only help the Great Society wants to give to the poor is that which binds them to the Great Society's political machine. The administration claims that it is exercising prudence in its spending. Yet, it asks the Congress to provide this poverty bill calling for even greater expenditures than last year's program. This increase must be covered by the taxpayer when threats of a tax increase is at hand.

Mr. Speaker, I ask my colleagues to weigh carefully the many pitfalls of this bill, the enormous responsibility we in Congress have to our servicemen in Vietnam, as well as our responsibility to the American taxpayer during this time of inflation, to set the example toward curbing domestic spending.

(Mr. CURTIS (at the request of Mr. CONABLE) was granted permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

[Mr. CURTIS' remarks will appear hereafter in the Appendix.]

FOREIGN AFFAIRS COMPLICATIONS

(Mr. DERWINSKI (at the request of Mr. CONABLE) was granted permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

Mr. DERWINSKI. Mr. Speaker, the complications in foreign affairs are a growing concern to the public, and I am very pleased to note the leadership struggle against communism that is developing at the grassroots level.

Typical of this leadership are speakers who are discussing this subject with their fellow Americans in a most effective fashion. I insert in the RECORD as a continuation of my remarks, a speech by Mr. Walter V. Chopyk, of Buffalo, N.Y., the public relations director of the Anti-Communist Committee of Western New York, who, in addition, is secretary of the Erie County Planning Department.

His remarks were delivered at a meeting of the Kiwanis Club in Wilkes-Barre, Pa., on July 21. His topic, "Berlin West; Berlin, East," was delivered in line with Captive Nations Week, July 17-23:

REMARKS OF MR. WALTER V. CHOPYK TO THE WILKES-BARRE KIWANIS CLUB IN WILKES-BARRE, PA., ON JULY 21, 1966, AFTER SLIDES AND BRIEF TALK ON "BERLIN, WEST; BERLIN, EAST," IN LINE WITH CAPTIVE NATIONS WEEK COMMEMORATION

Mr. Chairman, gentlemen, you have heard my comments on Berlin, West; Berlin, East. You have seen the pictures I secured while in West Germany and directly on the site of that infamous and ominous construction dividing illegally—a formerly free nation. I have expressed my opinions clearly after interviewing many there and seeing (with my own eyes) this terrible wall of the enslaved—for that is exactly the term we can also apply to East Germany in this critical hour in this ominous year of 1966.

No one likes to hear this, I know, and few care to discuss this dividing line—cutting in half the jewel-like city of Berlin, proper. For it really is this (in appearance, and especially at night when millions of varicolored lights illuminate the free side which we call West Berlin.

Before I speak on the Captive Nations Week, I ask you sincerely to remember that we can no longer go on making mistakes such as permitting (as we did and our other allies can be so indicted) words to be given—lines to be written in so-called agreements and then—weakly submit when these are broken suddenly and a nation or a city thus becomes enslaved overnight.

This is (as you and the world knows) the important week of the year—(so proclaimed by our President and many Presidents before him)—Captive Nations Week.

Here—in every major city—we gather to commemorate and to honor the nations and their brave people—now absorbed into that—prison of nations erroneously called the Soviet Union. There are 28 (and I repeat sharply) 28 formerly free, autonomous East European nations (East Germany definitely included) all of which are enslaved, exploited, under dictation from the Muscovites daily and we so easily tend to forget this factual and appalling reality.

In passing, may I say, that ere long we will be sharply called upon to do something more than honor and commemorate these—the enslaved nations. Humans can endure just so much after having lived in freedom, masters of their own ventures, governments and destiny. The cracking point comes suddenly and then, regardless, slaves arise to throw off their shackles. East Europe could be called a tinder-box today—waiting for a flare to ignite those feelings (inherent in those, all of whom love freedom) and then, who can predict the outcome.

West Berlin (living in freedom, yet literally rubbing shoulders with slavery) is a beacon to those in eastern slavery in Europe and may be a pivot, a key territory for Western diplomatic moves in Europe as time shows the way and hour for decisions.

We must never overlook such important key facts (nor forget the east Europeans fate—their faithful people living here, never forget and still wage battle for liberation of their old homelands as this Captive Nations Week is full evidence). We must remember East Europe's fate even though crafty, so-called friendly Muscovites try now to direct our minds towards such places as Vietnam, etc. The Soviet would like to consolidate their ill-gotten gains in Europe yet always—free, West Berlin emanates the promise that freedom can be held if once obtained again.

It is the fear and I repeat—the fear (the Soviet leaders live with hourly) that inner strength in many satellite nations in east Europe will suddenly gain in power and momentum—then—those in the western alliance would have to act also—and this—the Soviets fear and roundly so, as many of their recent moves will indicate. Such as, for instance (like a carrot to a donkey) relaxing tension—policies—permitting more western tourists to enter red-dominated satellites—encouraging mail to flow East-West more freely—sending Red athletes and artists out of dominated countries, etc.

Time does not permit further discourse regarding East Europe and the Soviet enslaved there. But I leave this comment—any failure by the western allies to honor their guarantees (now remaining) to West Germany will have serious repercussions and even the fate of the free world could hang in balance for our allies are becoming hard to locate—when the need arises—have you noticed?

Again, in passing and as a service to the Soviet-enslaved nations at this time of the spotlight on Captive Nations Week, I bring up again, the idea that the implementation of the United Nations Charter regarding "self determination of nations" and free elections be tabled again and openly discussed and considered at the U.N. (and this because the time is opportune when so many new nations are emerging and being openly recognized—especially by the Soviet Govern-

cause the farmer is better organized. When it comes to choosing sides, maybe Mr. Freeman, and now Mr. Schnittker, had better make sure the side they choose wants them. Some 80 percent of the farmers in the area where I am from might have different ideas.

These farmers, large or small, are going to remember that this same Department is the one which lifts cheese import restrictions, to the detriment of the American dairy farmer; and uses Defense Department cutbacks on pork buying to control the hog prices, and promotes beef imports in competition with American farmers; and whose Commodity Credit Corporation dumped millions of bushels of wheat and corn on markets which were then bringing the farmer only 80 percent of parity; and finally the Department which conveniently brushes aside the fact that the farmer is also faced with inflation.

WHAT YOUR VOTE CAN DO FOR CONGRESS

(Mr. ASHBROOK (at the request of Mr. CONABLE) was granted permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

Mr. ASHBROOK. Mr. Speaker, I do not believe that I have ever read a more timely article than the one written by Charles Stevenson in the October 1966 Reader's Digest. Entitled "What Your Vote Can Do for Congress," it surely hits the nail right on the head.

The late Senator Jim Reed, constitutional Democrat from Missouri, once said that about the most contemptuous person he knew was a "congressional White House cat who for a little cream would sell the interests of his constituents down the river." Modern day rubber-stamps are no better than that.

The great article should be read by every interested American:

WHAT YOUR VOTE CAN DO FOR CONGRESS—THE URGENT NEED THIS NOVEMBER IS THE ELECTION, NOT JUST OF REPUBLICANS OR DEMOCRATS, BUT OF COURAGEOUS MEN WHO WILL BE TRUE REPRESENTATIVES OF THE PEOPLE

(By Charles Stevenson)

This year's national elections on November 8 are as important as any in history. The future of constitutional government could depend upon how you vote; not Republican, Democratic, liberal or conservative, but whether you elect Senators and Representatives who will fight to save Congress from the forces now destroying it.

If this statement seems incredible, consider, as one example, the role of Congress in the S.S. *Yarmouth Castle* tragedy.

Certain money-hungry operators have been putting rickety old ships into the Caribbean-cruise business under foreign flags, a practice which enables them to evade U.S. safety regulations. Thousands of unsuspecting Americans assume the ships must be safe because they are permitted to operate out of American ports. Alarmed, legitimate American shipping men and concerned legislators of both parties joined to seek a law compelling the dilapidated vessels to meet U.S. standards.

"Floating firetraps . . . could result in unspeakable horror and death," exploded Hoyt Haddock of the AFL-CIO Maritime Committee. "Risking the lives of our citizens . . ." warned Rear Adm. W. J. McNeil of the Committee of American Steamship

Lines. The leaky, 38-year-old S.S. *Yarmouth Castle* was branded especially dangerous. "A shining example" of an unfit ship, summed up Rep. WILLIAM S. MAILLIARD of California.

But then the Executive Branch jumped in, claiming the urgently needed safety measures would represent "unreasonable discrimination against foreign-flag vessels." "After the word came down from on high," says MAILLIARD, "apparently Congress was afraid to act and it just let the proposals die." Two and a half months later the *Yarmouth Castle* caught fire as it wallowed through the sea. The general alarm wasn't rung. The sprinkler system was ineffective. Fire hoses lacked pressure. So flames raged through the tinderbox wooden walls. And, amid screams and terror, 90 men and women perished.

This incident is shockingly typical of the way Congress is surrendering its constitutional legislative role to the Executive Branch. Thus it is helping to bring about a perilous change in our form of government. Our founding fathers deeply feared concentration of governmental power, so they clearly divided authority: the Congress to make our laws, the Courts to interpret them, the Executive to administer them. And Congress was to be the national forum where the voices of all the people could be heard through elected representatives directly responsible to them.

PELL-MELL LEGISLATION

Now, however, as stressed by Prof. Samuel P. Huntington of Harvard, "Congress has conceded not only the initiative in originating legislation . . . it has also lost the dominant influence it once had in shaping the content of legislation." Scarcely ever does Congress attempt to refine complicated, often revolutionary legislation written by Administration bureaucrats unanswerable to the public, and merely dispatched to Congress to be rubber-stamped.

The result is a crumbling of traditional checks and balances that frightens liberal and conservative alike. "For heaven's sake," Rep. E. J. GURNEY of Florida cried out in disgust on the floor of the House, "let us retain a little self-respect and independence as a legislative body and have the courage to do some of the things on our own once in a while."

Last April, for instance, President Johnson called on Congress to compel the taxpayers to contribute at least \$381 million in supplementary interest so that bankers would find it profitable to buy up low-interest loans made by the government under its various subsidy programs. The receipts from this inflated sale of government assets could then be represented as normal income that would reduce the Administration's spending deficit. Critics of all stripes denounced this gimmick.

"Just a government subsidy to the banking interests," declared the liberal Americans for Democratic Action, ". . . will increase interest rates for all borrowers. . . . accelerate the tightening of the money market." Here was a measure which cried out for Congress to solicit expert views, to deliberate, to take into account the interests of all Americans.

But what happened? House Banking and Currency Committee Democrats in caucus agreed that the measure "stank," to quote one of them. Yet when they began hearings, these men were summoned outside one by one to take orders phoned from the White House. The committee permitted only two witnesses to testify—both sent by the President. In three hours the committee obediently approved the bill, involving nearly \$11 billion. The House obligingly followed suit. Since, interest rates have shot up to a 40-year high, making it hard for families to buy or sell homes and for industry to finance job-creating expansion.

"A good bill can stand debate, deliberation and full inquiry," warns Rep. BURT TALCOTT, a California Republican. "Suppression of debate and of the free expression of opinion will inexorably undermine the majority, Congress and the nation." But it goes on all the time.

The President's bill to subsidize the arts compels every taxpayer to finance whatever painter, musician, woodcarver, wire bender or dancer our federal administrators want to help support. Many artists themselves opposed the measure as restricting rather than nourishing art.

Yet up to the very moment the House Labor and Education Committee met to consider the final bill, Republican members were denied even a look at it. Rep. ROBERT P. GRIFFIN of Michigan, now a Senator, asked that it at least be read aloud. Instead, the committee hurriedly put through previously undiscussed amendments, then approved the revolutionary legislation—all in less than 15 minutes.

In this pell-mell fashion, Congress has been passing even more momentous laws without being aware of what the legislation would do. It voted Medicare with most of the membership thinking it was providing only for the elderly. But an unnoticed section of the measure enables any state to furnish medical care for anyone regardless of age—with taxpayers all over the country required to pick up the bills. Now the Administration quietly has admitted that Medicare may cost one billion dollars more a year than expected!

LEFT TO DISCRETION

Today the Executive Branch is making the law. It forces enactment of bills so vaguely written that it can make them mean just above anything it wants.

In the \$2.3-billion poverty-program legislation, for example, 87 phrases such as "in his discretion" and "as he shall deem necessary or appropriate" give bureaucrats an incredibly free hand.

Thus \$256,720 that was voted to help the poor in Appalachia is going instead to a branch library in well-off Pittsburgh. And thus the Department of Housing and Urban Development is enabled to make an outright gift of \$81,351 for tennis courts and a 1.6-acre park in Somerset, a swank Washington suburb whose 400 families, most of them uppercrust government employees, boast a median income of \$17,273, the highest in the entire Washington area. Meanwhile, as the outraged *Washington Post* pointed out, the adjacent District of Columbia is left without funds to light playgrounds "needed by tens of thousands" of poor children.

Further reaching for power inevitably lies in prospect. Even as the Executive Branch ignores the clearly written law by refusing to submit five-year estimates of what new federal programs will cost, Budget Director Charles L. Schultze tells Congress it no longer should bother about costs. Instead, he insists, Congress should merely approve "goals" dreamed up by the bureaucrats. "We're not sure that it is always wise to express the authorizations in dollar terms," Schultze testified.

The bureaucracy and the White House are as one in these seizures of power. Ever since New Deal days the bureaucracy has been evolving its own elite—career administrators, top technicians, specialists—who operate the programs and plan what they want to enact next. The President often buys their ideas; then departmental agents known as "legislative liaison" men fan out over Capitol Hill, cultivating Congress and, in the name of supplying information, actively lobbying for the agreed-upon legislation.

"Technically," says Daniel M. Berman, professor of Government and Public Administration at American University, in his book *In Congress Assembled*, "all the work that

is done in the bureaucracy to influence Congressional action is illegal. The law (Title 18, Section 1913, of the U.S. Code) flatly forbids both officers and employees of the Executive Branch to use appropriated funds for the purpose of lobbying."

CONFORMITY—OR ELSE

Increasingly, the Administration operates a highly developed system of political rewards and punishments which politicians call "arm twisting." For example, White House emissaries offered Democratic Sen. E. I. BARTLETT of Alaska decisive backing for a \$10-million program to upgrade housing for Eskimos (which he had hitherto unsuccessfully proposed) if he would switch his vote to support this year's controversial rent-subsidy program. BARTLETT agreed, and the Senate approved the potential \$6-billion measure, 46 to 45. BARTLETT later said, "I'm not proud of myself."

There has been special obedience training for the 66 freshman House Democrats. So they would parrot only approval, the Democratic National Committee has drafted their speeches and press blurbs. Also, as a follow-up to a Presidential message, "Mike N. Manatos, the White House liaison man for the Senate, personally handed out ghosted reaction" for their use, the *Washington Star* reported. "Sheets were neatly typed, suitable for immediate insertion in the records of any day's Congressional debate. Uniformly, the White House speechwriters tended toward expansive praise of the President's leadership."

Meanwhile, the White House arranged for them to rendezvous regularly with bosses of the government's heftiest spending programs. "The purpose," the *Washington Post* reported, "is to mobilize the resources of the federal government to help re-elect" these Johnson supporters. Each freshman was asked what federal handouts he wanted poured into his district. "Administration officials have been coached to go along with any reasonable requests," the *Washington Star* disclosed.

Thirty-two senior officials stopped work to perform for Representative RICHARD C. WHITE of Texas. Before 45 constituents invited to Washington, they wasted two days adding up federal money suddenly available for WHITE's district—grants for everything from football fields to health centers. Extolling a White bill to extend a Texas canal, Richard Shunick of the Bureau of Reclamation exclaimed, "The U.S. would pick up the whole tab and not charge those who benefit."

The Democratic National Committee meanwhile leased a nationwide communications network so the freshmen could phone announcements of their prizes to newspapers and radio stations back home. Representative JOHN R. HANSEN breathlessly announced a new post office for Glenwood, Iowa. "Why?" exclaimed the dumbfounded mayor, noting that the local post office had just been remodeled.

In return, the Administration demands conformity. Freshman Representative JOHN C. CULVER of Iowa once mustered enough independence to oppose a White House-sponsored bill. When he sought to explain to constituents via the communications network, the National Committee curtly refused him the services it had so eagerly offered in the past.

Representative OTIS PIKE, a liberal Democrat from Long Island, once had his post-office patronage abruptly cut off for failing to support Executive Branch legislation. Last spring, because he concluded that the rent-subsidy bill was bad for the country, he got a warning call from the White House, followed by a barrage of others from Administration men. Finally, a messenger let him know that a vote against rent subsidies might cost his district an important research project.

"There are so many ways the Executive Branch can exert pressure," PIKE explains. "There are post offices to be built, inlets to be dredged; there is money available for poverty and school programs, for agriculture programs and defense programs. There are decisions to be made on locating veterans hospitals and nuclear reactors. The accumulation of powers in the Executive Branch, at the expense of Congress, is so huge that our system of checks and balances has largely broken down."

The threats, bribes, payoffs and persecutions all add up to what liberal commentator Eric Sevareid calls "a curious kind of intimidation." So many members of Congress have been brought to heel by it that Sevareid finds "the once exalted title of Senator or Representative has lost much of its prestige."

THE BRAVE ONES

Yet there do remain strong men, liberals and conservatives, Republicans and Democrats, who fight to make Congress the institution it was meant to be. They often disagree, but they share the common qualities of courage, integrity and independence.

Republican Rep. TOM CURTIS studies late at night, analyzing and originating legislation. Then each week or so he flies home to St. Louis to explain issues at people's seminars. "A Congressman's job," CURTIS says, "should be to give his people independent representation."

Rep. EDITH GREEN (Dem.) from Oregon cries out for creative debate. Though a liberal supporter of Great Society legislation, she dares to question its sloppy drafting and the steamrolling. "We have in the House a determined effort to silence those in disagreement," she says.

Just last spring, labor leaders warned Democrat Sen. FRANK LAUSCHE of Ohio that they would unseat him if he voted to uphold right-to-work laws. "The people elected me to use my own reasoning and conscience," LAUSCHE replied. "I will not be a political slave to any special group." And Republican Sen. JOHN J. WILLIAMS of Delaware cast the decisive vote which cost stockholders of his state's most influential corporations, Du Pont and Christians, a half-billion dollars in tax exemptions. "I'm bound by my oath to seek answers that are best for all the people, not just a few," he declared.

As you get ready to go to the polls this November, ask yourself how your Representative and Senators measure up against such men and women. Scrutinize their voting records and find out whether they are legislators or puppets. Judge whether their first concern is themselves or the nation. Consider whether they will help wipe out the moral and intellectual corruption besetting Washington or whether they're content to "go along." Find out whether they will join the battle to make Congress an independent branch of the government which takes orders only from the electorate. Whether you vote for a Democrat or a Republican is not nearly as important as whether you vote for integrity.

A \$90-A-DAY OEO CONSULTANT GETS POVERTY CONTRACT

(Mr. QUIE (at the request of Mr. CONABLE) was granted permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

Mr. QUIE. Mr. Speaker, early this year, a \$105,247 poverty contract was signed to train community action, work experience, and adult basic education officials in Iowa. The organization designated to train these officials was Social, Educational Research & Development, Inc.—SERD—whose incorporator,

president, treasurer, and apparent one-man corporation was Mr. John W. McCollum, a \$90-a-day OEO consultant.

We made a mistake by going to SERD—

Said Mr. C. J. Johnson, Iowa State Department of Public Instruction—we could have done as well without SERD.

Mr. Speaker, the SERD contract has been widely criticized in the Des Moines, Iowa, area. It not only failed miserably in its assigned task of training poverty officials, but it is reported that guest speakers who receive their regular pay in Federal tax dollars were paid honorariums of \$75 a day plus expenses.

This fiasco raises serious questions of conflict of interest, duplication of programs and wasteful expenditures. What justification does OEO have in negotiating a contract for this kind of service with an individual who is a high-paid consultant to OEO and whose "firm" is obviously unqualified to do the job?

How many other consultants does OEO have at \$90 a day who are receiving lucrative poverty contracts from OEO? Local and Regional officials say this contract was negotiated at the Washington level of OEO. It is obvious that this incident illustrates yet another example of taxpayers money poured down a drain instead of being used effectively to help the poor.

We would like some direct and sensible answers as to how this wasteful contract came about and what provision has been made to avoid future fiascos of this nature.

VIETNAM

The SPEAKER pro tempore. Under previous order of the House, the gentleman from Michigan [Mr. CHAMBERLAIN] is recognized for 30 minutes.

(Mr. CHAMBERLAIN asked and was given permission to revise and extend his remarks.)

Mr. CHAMBERLAIN. Mr. Speaker, because of my concern over the course of the war in Vietnam and the real and urgent need to cut off supplies to the enemy in order to shorten this tragic conflict, I have, from time to time, undertaken to share with my colleagues unclassified information made available to me by the Department of Defense detailing the nature and extent of free world shipping into North Vietnam as well as the "backdoor" aid the Vietcong derives from Cambodia. I know most Members share my concern over this trading with the enemy by our so-called friends and allies, and I am grateful for the support that has been given my efforts to prohibit United States aid to any foreign country involved in this traffic. I know also that most Members have been equally concerned over the administration's apparent willingness to tolerate this flow of supplies to the enemy and its reluctance to take full and effective action against it.

NO TRADE OR NO AID

Just last week, in fact, the Administration in its foreign aid appropriations bill requested authority to continue aid to countries shipping supplies—including war goods—to North Vietnam if the

To begin with, I support the admiral's concept that NATO is an alliance concluded for an indefinite period with the provision that a member can leave after 1969, but in the hope that none will choose to do so. It also appears to me that the admiral's basic thought is clear; that is, that for an alliance to be maintained it is necessary for it to develop into closer cooperation. Failing that closer collaboration, ineffectiveness and erosion are likely to set in.

Before going any further, it is probably appropriate to note that Admiral Ruge's paper is largely—almost entirely—devoted to the military aspects of NATO. This is understandable and is fully appreciated in view of the admiral's technical and professional experience. But for the total evaluation of the political, economic and diplomatic values to be derived from the NATO Alliance, both his paper and clearly my commentary approach but a single aspect of the NATO problem. I also admire Admiral Ruge's candid reference to the possible competition of private interests in different countries in the economic sphere. To recognize that this difficulty exists also in the military weapons and equipment sphere is to take a significant first step. For we all realize that it is necessary to identify the problem before we can move successfully in finding a solution.

At the same time, it is obvious to the careful reader who is conversant with the whole of the NATO recommendations that several of the arguments and the general rationale of the admiral's paper are to a degree applicable to the other nonmilitary aspects of the NATO community. The problem of the standardization of military weapons and equipment has an immediate and direct bearing on the matter of cost. As it is well known that as every NATO member state has its own budgetary problems, the reduction of costs, while still maintaining adequate security, is something that can be warmly embraced by each of the member states. Thus, the reduction in the large number of models and types of weapons, equipment and vehicles is highly desirable. I hope that much further progress along this line can be made. The existing military agency for standardization is to be commended for its accomplishments and, at the same time, it should be urged to even greater efforts. I feel the same way about the advisory group on aeronautical research and development. It is my fervent hope that standardization can be speeded up.

I must refer to Admiral Ruge's exposition about the unhappy consequences of the U.S. administration's efforts to embody the concept of multilateral forces—MLF. One cannot but regret the haste and the lack of consideration of the other allies' positions which was exhibited by the U.S. administration at the time of the Nassau Conference decision on Skybolt and other weapons. I do not doubt that the results of this meeting and of the ill-conceived pressure for MLF had the result in the minds of many of our NATO allies of delaying and damaging joint defense measures.

Several of the specific recommendations of Admiral Ruge I find to be eminently logical. One is that to improve technological cooperation within NATO, research should be conducted on as broad a basis as possible. Development of models of weapons and an ultimate decision for the production of one model can very well avoid nationalistic objections by licensing the production of such items in several different countries. Admiral Ruge asserts that approximately \$500 million was invested and lost by the scrapping of the supersonic plane—TSR-2—project.

I think we should all be heartened by Admiral Ruge's conclusion, that is, of whole hearted technological cooperation by Germany to preserve a firm alliance of responsible nations.

Mr. FINDLEY. I yield back the balance of my time.

The SPEAKER pro tempore. Under previous order of the House, the gentleman from West Virginia [Mr. STAGGERS] is recognized for 10 minutes.

(Mr. STAGGERS asked and was given permission to revise and extend his remarks.)

[Mr. STAGGERS addressed the House. His remarks will appear hereafter in the Appendix.]

SISTER M. IGNATIA, APOSTLE OF ALCOHOLICS ANONYMOUS

The SPEAKER pro tempore. Under previous order of the House, the gentleman from Ohio [Mr. FEIGHAN] is recognized for 10 minutes.

Mr. FEIGHAN. Mr. Speaker, almost everyone has heard of Alcoholics Anonymous, an organization dedicated to helping rehabilitate the sick alcoholic. But fewer people have ever heard of Sister M. Ignatia, one of the guiding spirits of the organization. Before her death, Sister Ignatia was instrumental in the founding of Alcoholics Anonymous and in making it a success.

Sister Ignatia was born in County Mayo, Ireland. At the age of six she came to America with her family to settle in Cleveland. In 1914 she received the habit of the Sisters of Charity of St. Augustine and rose in this order to the position of registrar at St. Thomas Hospital in Akron, Ohio.

There she met the men who were to become the founders of Alcoholics Anonymous, known as Dr. Bob and Bill W., in keeping with the AA principle of anonymity. Motivated by their own failure because of alcoholism, the broker and the doctor had been working on a new method of rehabilitating alcoholics. Dr. Bob, who was a staff surgeon at St. Thomas Hospital, asked Sister Ignatia if she, as registrar of the hospital, could help by providing a private room for an alcoholic patient. At that time alcoholics were admitted only to jails and workhouses, but Sister Ignatia, sensing that personal treatment for alcoholics would be effective as well as humane, prepared a bed in the hospital for Dr. Bob's first patient.

Luckily, Sister Ignatia's Mother Superior approved of her gesture and supported her in the task of making St. Thomas Hospital in Akron the first institution in the world to have a permanent hospital plan for alcoholics.

Despite the fact that initial progress was slow and that there was little public support for Alcoholics Anonymous, Sister Ignatia directed this pioneer project in alcoholic rehabilitation with great dedication. She continued this work—and made it a project of the Sisters of Charity—until a few months before her death.

In 1952 Sister Ignatia opened a second alcoholic ward at St. Vincent Hospital, in her hometown of Cleveland, called the Rosary Hall Solarium. At Rosary Hall alone she treated more than 10,000 alcoholic patients. The results of this treatment rewarded Sister Ignatia's faith in Dr. Bob's humane method of dealing with alcoholics; 65 percent of her patients were completely restored to normal lives—free from the degrading and destructive burden of alcoholism. Those who had been cured helped to spread the humane therapy of Rosary Hall throughout the Nation. The Alcoholics Anonymous fellowship has become worldwide, as well as Sister Ignatia's Rosary Hall in Cleveland now functions as a training center and clearinghouse for rehabilitated alcoholics from all over the free world.

The cofounders of Alcoholics Anonymous were wise to choose Sister Ignatia as a partner in their venture. We in Cleveland are proud of the good work of Rosary Hall in restoring an increasingly large number of citizens to useful lives. And we mourn the passing of Sister Ignatia—the founder of Rosary Hall and an important factor in the success of Alcoholics Anonymous.

ENDORSEMENT OF THE WAR ON POVERTY

(Mr. FOGARTY (at the request of Mr. MATSUNAGA) was granted permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

Mr. FOGARTY. Mr. Speaker, I take the floor today to give my very strongest support and warmest endorsement to the war on poverty. This bold new program, aimed at the eradication of poverty in the midst of our affluent economy, is already achieving more success, and effectively reaching more of the poor, than most of us would have thought possible 2 short years ago, and yet, Mr. Speaker, this fine program is under attack.

Like every other major piece of social and economic legislation enacted since the early days of the New Deal, it is under attack from a vociferous minority, who act now, as they always have, because they are uninformed, or indifferent, or motivated by considerations of partisan advantage.

But, Mr. Speaker, the war on poverty will withstand their assaults. It will survive and it will continue to make vital progress in opening the doors of oppor-

tunity to millions of disadvantaged Americans in cities, towns, and rural communities all across the land. The poor have joined this war. They believe in it—they are part of it—and they now look to us to enable their battle against joblessness, illiteracy, and the other basic conditions of poverty to continue.

Mr. Speaker, I have seen remarkable and heartwarming progress in the war on poverty in Rhode Island, where about 52,000 poor people are involved in community action programs alone. As of September 1, total Federal support of antipoverty programs in Rhode Island amounted to \$10,133,732. Antipoverty programs are in operation in all of the State's five counties, and all programs authorized by the Economic Opportunity Act are underway in Rhode Island.

Comprehensive and imaginative community action efforts have been launched in Providence, Warwick, and Pawtucket, and are experiencing a high degree of success. In Providence alone, there are neighborhood resources centers and youth centers, a legal services program, a small business development center, an employment program, an innovative and exciting community school project for children and adults in poverty neighborhoods, and a large Headstart program, among other projects.

Progress for Providence is emerging as one of the outstanding antipoverty agencies in the Northeast, with over \$4,300,000 in CAP grants so far.

Mr. Speaker, the progress being made in Rhode Island is reflected all over America. In less than 2 years, the war on poverty has been brought home to an estimated 8 million poor Americans—1 out of every 4 of the Nation's poor.

Antipoverty programs have been launched in 2,971 of the 3,132 counties in the United States. And from virtually every quarter come fervent pleas for an even greater effort—for vastly expanded community action programs, for year-round Headstart projects, for legal services programs, for foster grandparents, upward bound, neighborhood multiservices centers, health centers, projects on Indian reservations, and in migrant labor streams.

The poor want and need more Neighborhood Youth Corps projects, which have already provided an invaluable opportunity to earn and learn to about 700,000 disadvantaged young Americans.

The poor need an expanded work-experience program, and rural antipoverty loans, and small business incentive loans. And, Mr. Speaker, the poor need and deserve the support of this body in striving to get themselves permanently out of poverty.

One of the most exciting and encouraging things about the war on poverty, it seems to me, is the program's capacity to develop and initiate innovative and unorthodox projects which attack the unmet needs of the poor. One of the best examples of what I mean is OEO's program to improve the health services available to the poor, who have generally found good medical and dental treatment far beyond their grasp. Poor health, and the inability to surmount

serious disease, constitute one of the most tragic aspects of poverty.

Now the community action program is engaged in assisting communities to meet this problem through the establishment of a new institution—the neighborhood health center. These neighborhood centers will provide the one door of access to all the health services needed by the residents of a poor neighborhood.

The centers provide outpatient services to all members of the family in a single, conveniently located setting. These services include preventive medicine, diagnosis and medical treatment, dental care, mental health, and personal health counseling.

Mr. Speaker, the center's program of comprehensive health service is integrated with all existing publicly financed health services, including programs of maternal and child care; tuberculosis, venereal disease, and chronic disease detection and control; community mental health and mental retardation services, and so on. The neighborhood health center collaborates with each of these resources to have their services provided to the neighborhood's families through the center. The health center is also expected to work out, with appropriate local agencies, arrangements whereby all Federal, State, and local programs which now provide funds for health services, can be integrated within the center. This includes, particularly, welfare medical care payments for persons on public assistance and for other needy persons. Thus, Mr. Speaker, the neighborhood health center is becoming a model of war on poverty coordination.

Any specialty service provided away from the center and all hospitalization is coordinated by the center. Any patient who is referred elsewhere for treatment knows where he is going and for what purpose, and is expected when he gets there. In this way, the burden of converting existing fragmented services and programs into a coherent and effective whole, is shifted from the poor family to the center. This is what I mean by accomplishment in this program.

In addition to the integrative function the centers perform, they are also demonstrating new ways of involving the residents of poverty neighborhoods in policymaking and as nonprofessional employees. There is also reason to believe that these centers may provide a setting in which much-needed innovations in the training and utilization of scarce health manpower can be developed.

These centers, in rural Mississippi, the Watts area of Los Angeles, Chicago, Denver, Boston, and New York City, are being operated under a variety of auspices, including local health departments, teaching hospitals, and medical schools. To date OEO has invested about \$10 million in the neighborhood health center program. To my mind, Mr. Speaker, it is terribly important that this exciting program of comprehensive, family-centered, neighborhood-oriented health services for the poor be continued and expanded. Like Headstart, legal services, and many other innovative anti-

poverty programs, it is meeting an urgent need, and is helping to show that American concepts of equality and human dignity are not merely empty slogans.

In conclusion, Mr. Speaker, I would add a word of praise for Sargent Shriver and his hard-working OEO staff, who have done so much in such a short time to make the war on poverty a source of hope and motivation for millions of our disadvantaged fellow citizens. When we stop to consider, Mr. Speaker, that the budget authorized by the pending bill would account for less than 2 cents of every tax dollar—but would serve millions of poor Americans living in urban and rural slums in all 50 States—then it seems to me that opposition to this bill becomes extremely difficult to justify or explain.

Mr. Speaker, I for one will not break faith with 32 million of my fellow Americans who live in poverty, and look to us to help them break poverty's vicious cycle. I will have no part of legislative irresponsibility or social cynicism. Mr. Speaker, I support the pending bill.

RECENT REGIONAL AIR CARGO WORKSHOPS

(Mr. FOGARTY (at the request of Mr. MATSUNAGA) was granted permission to extend his remarks at this point in the Record and to include extraneous remarks.)

Mr. FOGARTY. Mr. Speaker, the tremendous breakthrough in the volume of goods now being carried by air and the need for a better exchange of information and for more cooperative solutions of air cargo transportation problems as among carriers, shippers, and the interested governmental regulatory bodies has been recognized by the series of regional air cargo workshops recently inaugurated under the joint sponsorship of the Civil Aeronautics Board and the National Industrial Traffic League. The Civil Aeronautics Board, of course, has regulatory and promotional responsibilities with respect to the development of air cargo transportation and the National Traffic League is an organization of major industrial shippers. The first of the five planned workshop sessions was held September 20-21 in Seattle. In his address to the 400 workshop participants in Seattle, Vice Chairman Robert T. Murphy traced the dramatic 500-percent growth in air cargo volume in recent years and noted the present availability of new jet aircraft, on hand and on order, which can accommodate the air cargo growth which is expected to continue at a similar pace in future years. As the Vice Chairman explains, the purpose of this series of five workshops, to be held at five cities throughout the country, is to provide an appropriate forum and base for a continuing dialog among carriers, shippers, and the Board to better appreciate one another's problems and to arrive at mutually advantageous solutions on an informal basis.

I deem this a highly commendable endeavor in a vital area—namely, trans-

It comes to Gioia by the carload and is stored in five large silos.

The basic steps in making macaroni are mixing, kneading, forming and drying. The mixing and kneading are fairly easy and automatic. The semolina is combined with water and kneaded in large vats. When it reaches the right consistency, it is fed through any one of 85 different kinds of extrusion dies.

Why so many shapes when it's all the same dough, Mr. Gioia was asked. "Marketing appeal," he responded simply. "People will like different shapes."

Small boys and girls, who still constitute the best macaroni customers, often ask how they get the hole in the middle of the macaroni. Or how the alphabets are formed. Or any of the other shapes and sizes?

The secret lies in the flow of the dough—in or around or over or under parts of a die. The heavy steel Gioia dies—all 85 of them—are carefully cleaned and stored after each use.

Macaroni makers divide their products into two classes, long cuts such as spaghetti and short cuts such as shells and alphabets. When spaghetti or any other long cut emerges from the extrusion dies, it has a 30 per cent moisture content. It is placed on long racks and wheeled into a drying chamber until the moisture content is reduced to 10 or 11 per cent, ideal for packaging.

Short cuts such as shells, rings or rotini are dried on trays. The current pride of the macaroni world is a huge machine that mixes, kneads, shapes and dries the macaroni in one continuous process. The Gioias are partial to a machine called the Cobra made by a company called Braibante in Milan, Italy. As a consequence, the traffic between Milan and 1700 Elmwood Avenue, Buffalo, is considerable.

After the macaroni is dried, it is boxed amid the clatter of packaging machines whose fast-moving parts always seem about to bump into each other but never do. From the several packaging lines, the macaroni-filled cartons go to the warehouse and then into one of the dozen Gioia tractor-trailers that ply the roads to its northeastern market cities.

It wasn't many years ago that macaroni was considered solely a winter food, a stick-to-the-ribs item that somehow helped one against the cold. But not any more. Some one decided that macaroni, like cold potatoes, makes an excellent base for summertime salads.

"Now we can barely keep up with the summer demand for shells and other cuts," Mr. Gioia says.

In a calorie-conscious world, the macaroni people are very sensitive. Alone, macaroni has a fairly low caloric content, certainly no higher than that of rice or potatoes, an industry spokesman asserts.

NEW JERSEY DELEGATION UNDERTAKES UNIFIED EFFORT TO AVERT DAMAGE TO BENZENOID CHEMICAL INDUSTRY

(Mr. RODINO (at the request of Mr. MATSUNAGA) was granted permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

Mr. RODINO. Mr. Speaker, the benzenoid chemical industry is a most important segment of New Jersey's economy. It employs some 30,000 workers and has an annual payroll of approximately one-quarter billion dollars.

Recently, however, representatives of the industry brought to the attention of the New Jersey congressional delegation a proposed tariff change which would

eliminate the American selling price method of valuation and substitute an export value basis. The massive increase in imports which would follow would result in drastically reduced benzenoid chemical sales and the loss of jobs in the industry.

The Tariff Commission is studying the proposed change, but we fear that prior to conclusion of this study an international commitment may be made in Geneva during the Kennedy round negotiations.

As dean of the New Jersey delegation, I have initiated a bipartisan effort to bring the plight of this industry to President Johnson's attention. Joining me in sending a letter to the President were Senators CLIFFORD P. CASE and HARRISON A. WILLIAMS, JR.; and Congressmen WILLIAM B. WIDNALL, PETER H. B. FRELINGHUYSEN, FRANK THOMPSON, JR., FLORENCE P. DWYER, WILLIAM T. CAHILL, DOMINICK V. DANIELS, CORNELIUS E. GALLAGHER, CHARLES S. JOELSON, JOSEPH G. MINISH, EDWARD J. PATTEN, HENRY HELSTOSKI, JAMES J. HOWARD, PAUL J. KREBS, and THOMAS C. MCGRATH, JR. The full text of our letter to the President follows:

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., September 26, 1966.

THE PRESIDENT,
The White House.

DEAR MR. PRESIDENT: We, the following members of the New Jersey Congressional delegation, feel an urgency to communicate to you our deep concern over the possible elimination of the American Selling Price method of customs valuation, which, if adopted, will result in severe economic injury to the benzenoid chemical industry in our State.

As you know, the Tariff Commission is currently conducting an investigation of the economic impact of a change from the present American Selling Price method of valuation to an export value basis. This investigation was requested by Governor Herter, your Special Representative for Trade Negotiations. The Commission will soon be reporting to you its findings and recommendations.

Not wishing to predict the outcome of the Commission's investigation, we nonetheless believe it necessary to underscore the importance of the American Selling Price method of customs valuation to the continuing prosperity of New Jersey and the nation as a whole.

The benzenoid chemical industry employs 30,000 workers in New Jersey alone with an annual payroll of approximately one quarter billion dollars. Nationally, it employs 116,000 workers with an annual payroll in excess of \$900,000,000. We have been informed by the United States Department of Labor that the annual average earnings of an organic chemical industry worker in the United States are above \$8,000. Most of these workers have developed skills peculiar to their present jobs and would require extensive retraining if those jobs were lost as a result of decreasing benzenoid chemical sales.

The national total dollar value of production was over \$3.2 billion for the year 1965, and New Jersey is the primary center of benzenoid production in the United States.

It is clear from the record before the Tariff Commission, as well as from the data shown to us by the domestic industry, that its sales will be reduced by virtue of the massive increases in imports which will result from the abandonment of the American Selling Price system. The profitability of the domestic benzenoid industry is well below the national average and we do not believe it can absorb the price reductions that will flow from the importation of low-cost foreign benzenoids.

We believe, and the above data indicates, that this industry is a significant factor in the economies of New Jersey and the entire nation.

At the same time the Special Trade Representative was requesting an independent investigation of the Tariff Commission to determine possible economic impact, his Chief Negotiator in Geneva, Ambassador Blumenthal, was announcing to foreign audiences that the United States was "prepared" and "willing" to begin negotiations on the elimination of American Selling Price.

We are now concerned that international commitments may be made by the Special Trade Representative without full consideration of the evidence presented to the Tariff Commission, and without consideration of the dominant opinion of the American people affected by any decision in this area.

For this reason, we would like to make our views known personally to you and respectfully request that you grant the New Jersey delegation the opportunity to discuss this problem further within the next few days.

Sincerely,

PETER W. RODINO, JR., CLIFFORD P. CASE, WILLIAM B. WIDNALL, FRANK THOMPSON, JR., WILLIAM T. CAHILL, CORNELIUS E. GALLAGHER, JOSEPH G. MINISH, HENRY HELSTOSKI, PAUL J. KREBS, HARRISON WILLIAMS, PETER H. B. FRELINGHUYSEN, FLORENCE P. DWYER, DOMINICK V. DANIELS, CHARLES S. JOELSON, EDWARD J. PATTEN, JAMES J. HOWARD, THOMAS C. MCGRATH,

Members of Congress.

NEWARK'S PLEA FOR AN INCREASED ANTIPOVERTY PROGRAM

(Mr. RODINO (at the request of Mr. MATSUNAGA) was granted permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

Mr. RODINO. Mr. Speaker, as we consider the legislation before us to extend the antipoverty program, I want to call attention to a fine editorial in the Newark Evening News of September 27, 1966, discussing the importance of the program to the city of Newark. Newark's experience, as the editorial states, has been a happy "example of what community cooperation, earnest effort and prudent expenditure can accomplish". Last Monday a mission of more than a thousand citizens journeyed to Washington, and with "an orderly and intelligent presentation" made the case for an increase in funds to prevent curtailment of this most effective program. I ask that this editorial be included in the RECORD following these remarks.

NEWARK'S PLEA

With dignity and conviction, Newark's anti-poverty leaders have presented to Washington officialdom the city's case against a prospective curtailment of federal funds for Community Action programs.

This was in no sense an aggressive march. It was instead a privately-financed, reasoned mission, supported by business, religious, civil rights and labor leaders, to obtain for Newark the federal funds necessary to continue the useful programs designed to ameliorate the plight of less fortunate neighbors.

They were aware of the difficulties that confronted them, the demands for government economy in a period of dangerous inflation, the exactions of Viet Nam, the pressures in Congress for adjournment, and the ineptness that has marked the war on poverty in other cities.

But they could cite Newark's happier experience, its example of what community cooperation, earnest effort and prudent expenditure can accomplish.

It is, of course, too early to assess the financial success of Newark's undertaking. Whether the money needed to support the action programs already begun will be forthcoming will depend on the antipoverty appropriation finally voted by Congress, or upon the allocation of available funds by the agencies involved. But one thing is certain: No effort has been spared by Newark's anti-poverty leaders to make the case for Newark's disadvantaged citizens.

And because it was an orderly and intelligent presentation, based on demonstrable need, the Newark mission deserves to succeed.

PRIVATE BOYCOTTS VERSUS THE NATIONAL INTEREST

(Mr. BINGHAM (at the request of Mr. MATSUNAGA) was granted permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

Mr. BINGHAM. Mr. Speaker, the State Department has recently issued a pamphlet, Department of State publication 8117, commercial policy series 203, which is entitled "Private Boycotts Versus the National Interest." The pamphlet summarizes in a clear and understandable way the importance of trying "to build new bridges to Eastern Europe," as the President described it in 1964.

Stating flatly that:

Today there is no longer a monolithic Soviet bloc—nor is there a Sino-Soviet bloc—

The pamphlet points out the importance of distinguishing among Communist States and presents very forcefully the reasons why private boycotts aimed at trade with Communist States are not in our national interest.

For the benefit of all readers of the CONGRESSIONAL RECORD, I include herewith the text of this excellent State Department pamphlet:

PRIVATE BOYCOTTS VERSUS THE NATIONAL INTEREST

"The intimate engagement of peaceful trade, over a period of time, can influence Eastern European societies to develop along paths that are favorable to world peace. After years of careful study, the time has now come for us to act, and act we should and act we must. With these steps, we can help gradually to create a community of interest, a community of trust, and a community of effort. Thus will the tide of human hope rise again." (President Lyndon B. Johnson, the White House, May 3, 1966.)

PREFACE

At the direction of the President, Secretary of State Dean Rusk on May 11, 1966, sent to the Congress proposed legislation to provide the President with authority necessary to negotiate commercial agreements with the Soviet Union and other Communist nations of Eastern Europe, to widen United States trade in peaceful goods, when such agreements will serve the interest of the United States.

"This authority is needed," the Secretary stated in his letters of transmittal, "so that we may grasp opportunities that are opening up to us in our relations with the Soviet Union and the countries of Eastern Europe. It is needed, at a time when we are opposing Communist aggression in Viet-Nam, in order to carry forward the balanced strategy for peace which, under four Presidents, our country has been pursuing toward the Com-

munist nations. It is needed to play our part with the NATO nations in reducing tensions and establishing normal and lasting peaceful relations between the West and East in Europe."

PRIVATE BOYCOTTS VERSUS THE NATIONAL INTEREST

Is it illegal or unpatriotic for Americans to sell or buy peaceful goods from the Communist countries of Eastern Europe? —

Most citizens apparently know that the answer to this question is no. Some Americans may have honest doubts.

And a small but active minority apparently believes it unpatriotic to trade in any products from any Communist country.

At least some individuals and small groups, such as self-appointed "Committees To Warn of the Arrival of Communist Merchandise on the Local Scene," have tried through boycotts, threats of economic reprisals, and other intimidation to block legal trade in goods from Communist countries. The targets of their intimidation have ranged from small shops to supermarket chains and multimillion dollar corporations. The goods that aroused their wrath have varied from Christmas tree ornaments and hams from Poland, and vases and ashtrays from Czechoslovakia, to baskets and tobacco from Yugoslavia.

Are these Americans advancing the interests of the United States?

The Government of the United States does not believe so. On the contrary, it believes they are harming the United States national interest by obstructing a foreign policy that has been developed by four Administrations since World War II.

THE CHOICE WE MADE: TO EXPAND CONTACTS WITH EASTERN EUROPE—NOT TO ABANDON IT

The United States has been faced with a critical choice between two alternative lines of policy in dealing with Eastern Europe. The first was to assume that the Soviet Union and the countries under its domination after World War II constituted a permanent monolithic bloc—a bloc so cemented together that there was no hope of our developing mutually satisfactory relations with individual Eastern European countries. The consequence of such a policy decision would be to abandon the peoples and the resources of Eastern Europe.

The other course was to assume that the instinct for freedom runs strong in the hearts of men everywhere, and that by keeping alive and expanding our contacts with the peoples of Eastern Europe we could encourage their inherent national and individual aspirations and leave open to them a bridge to the West. This is the choice we made, and the history of Eastern Europe in recent years gives ample evidence that it was the right choice.

END OF MONOLITH OPENS OPPORTUNITIES FOR MORE CONSTRUCTIVE RELATIONS

We have three objectives in our overall policy toward international communism, each in its own way serving our goal of a peaceful and prosperous world.

The first is to prevent the Communists from extending their domain and to make it increasingly costly, dangerous, and futile for them to try to do so. Our aid to the people of South Viet-Nam in opposing Communist aggression testifies to our determination to pursue that policy, as did our previous help in opposing such aggression in Greece, Berlin, Korea, and elsewhere.

The second is to achieve agreements or understandings which could reduce the dangers of a devastating war. For example, having achieved a Nuclear Test Ban Treaty, we continue to work for agreements to reduce armaments, with safeguards to insure compliance.

The third objective is to encourage trends within the Communist world making for evolution toward greater national independence, peaceful cooperation, and open societies.

Today there is no longer a monolithic Soviet bloc—nor is there a Sino-Soviet bloc. In this decade we have seen not only the falling out between Moscow and Peking but the assertion by the smaller countries of Eastern Europe, in varying degree of their own policies. In this changed situation we have an opportunity for more constructive relations with Eastern Europe, including the Soviet Union. It must not be wasted. The goal of more constructive relations with these countries is not only ours but also that of our NATO allies. As the NATO communique of June 8, 1966, stated, "member countries are seeking further to improve relations between the peoples of Eastern Europe and Western Europe, and to diminish mutual suspicions and fears. They are convinced that further tangible results could now be obtained in the cultural, economic, scientific and technical fields."

THE BRIDGE OF TRADE

It is against this background that United States policy on trade with Communist countries must be viewed.

Over the past two decades we have selectively adjusted our policy to the changing situation in the Communist world. Where countries have shown a desire to increase their independence in guiding their own political and economic affairs and to broaden relations with the United States and other free countries—such as was the case in 1948 with Yugoslavia, in 1956 with Poland, and in 1964 with Romania—we have tried to open the way for increased trade in peaceful products with them for American firms.

But where countries follow aggressive policies, as is the case with Communist China, North Korea, and North Viet-Nam, we have banned all trade and financial transactions with them. The same holds true for Castro Cuba, although we allow occasional small shipments of medical supplies on humanitarian grounds.

And, of course, in no case does our policy permit trade with Communist countries in war materials and other strategic items. This strategic embargo is maintained not only by the United States, but also by our NATO allies and Japan.

United States policy for dealing with world communism has been pursued vigorously in the post-World War II period by all administrations, regardless of party.

In 1958 President Eisenhower made it clear that "the United States favors the expansion of peaceful trade with the Soviet Union" and spoke of the importance of trade as a means of strengthening the possibilities for independent actions by the countries of Eastern Europe.

President Kennedy in October 1962 discussed the need for "policies which hold out eventual promise of freedom for the people who live behind the Iron Curtain."

"First, we need economic flexibility . . ." he said. "It is for this reason that I was disappointed by the amendment to the trade bill (Trade Expansion Act of 1962) which specifically discriminates against Polish goods. The Polish people press their government for independence. Our policy should be to hold out a helping hand to them and not to shut the door."

Subsequently, the provision President Kennedy objected to was amended by the Congress to permit continuation of most-favored-nation tariff treatment to Poland and Yugoslavia.

And President Johnson in December 1964 expressed our wish, "to build new bridges to Eastern Europe—bridges of ideas, education, culture, trade, technical cooperation, and mutual understanding for world peace and prosperity." In June 1966 President Johnson repeated that "We will encourage every constructive enrichment of the human, cultural, and commercial ties between Eastern Europe and the West."

But while trade between Eastern Europe, including the Soviet Union, and Western Eu-

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HIGHLIGHTS: House passed investment-credit suspension bill. Rep. Rhodes, Ariz., inserted Republican statement opposing deletion of Vietnam provision from food-for-peace bill. Senate debated poverty bill. Senate committee reported bill providing adjustment of Defense milk contracts when USDA orders prices raised.

HOUSE

- 1. TAXATION.** Passed, 221-118, as reported H. R. 17607, the investment-credit suspension bill. pp. 23571-8, 23581-624
- 2. WATER POLLUTION.** Passed with amendments H. R. 16076, to improve and make more effective programs under the Federal Water Pollution Control Act. House conferees were appointed. pp. 23578-9, 23624-67
- 3. FOOD FOR PEACE.** Rep. Rhodes, Ariz., inserted a Republican Policy Committee statement opposing deletion of the Vietnam provision from the food-for-peace bill by the conferees. p. 23665

4. POVERTY. Rep. Devine criticized the poverty program and inserted articles on this subject, including the Job Corps. pp. 23665-6
5. EXTENSION WORK. Rep. Clarence Brown commended the work of 4-H clubs. p. 23678
6. TRANSPORTATION. Rep. Reuss inserted an economist's argument that tolls on the St. Lawrence Seaway should not be increased. pp. 23688-91
7. SMALL BUSINESS LOANS. Rep. Evins, Tenn., reviewed a study of the small-business loans program by the Small Business Committee. pp. 23694-6
8. STATE-JUSTICE-COMMERCE APPROPRIATION BILL. The Appropriations Committee reported this bill, H. R. 18119 (H. Rept. 2160). p. 23697
9. LANDS. The Merchant Marine and Fisheries Committee reported with amendment H. R. 13447, to authorize the Interior Department in cooperation with the States to preserve, protect, develop, restore, and make accessible estuarine areas which are valuable for sport and commercial fishing, wildlife conservation, recreation, and scenic beauty (H. Rept. 2162). p. 23697
10. FISH CONCENTRATE. The Merchant Marine and Fisheries Committee reported with amendment H. R. 14699, to authorize the Interior Department to develop practicable and economic means for production by the commercial fishing industry of fish protein concentrate (H. Rept. 2165). p. 23697
11. AIR POLLUTION; VETERINARY FACILITIES; ANIMAL DRUGS. The Interstate and Foreign Commerce Committee voted to report (but did not actually report) S. 3112, the Clean Air Act amendments; H. R. 3348, the proposed Veterinary Medical Educational Facilities Act; and H. R. 16474, to consolidate certain provisions of the Federal Food, Drug, and Cosmetic Act assuring the safety and effectiveness of new animal drugs. p. D938
12. LEGISLATIVE PROGRAM. Rep. Boggs announced the legislative program for this week: Mon., Consent Calendar and various bills under suspension of the rules, including fair packaging and labeling, clean air, atomic electric and desalting plant, requirement for contractors to give affidavit regarding payment of sub-contractors, sale of grain storage facilities, disposal of geothermal steam, amendments to Intergovernmental Relations Act, preservation of estuarine areas, fish protein concentrate, veterinary school construction, child protective bill, and animal drug amendments. Tues. through Sat., various bills, including State-Justice-Commerce appropriations, elementary-secondary education amendments, and D. C. area transit authority.
13. ADJOURNED until Mon., Oct. 3. p. 23697

SENATE

14. POVERTY. Began debate on S. 3164, to continue and change various programs under the Economic Opportunity Act (pp. 23754-66), and placed on the calendar a similar House bill, H. R. 15111 (p. 23699).
15. MILK. The Armed Services Committee reported with amendment S. 3834, to provide for price adjustments in contracts for the procurement of milk by the Defense Department when prices go up after USDA determinations (S. Rept. 1668). p. 23699

Senate

FRIDAY, SEPTEMBER 30, 1966

The Senate met at 12 o'clock meridian, and was called to order by Hon. ALAN BIBLE, a Senator from the State of Nevada.

Rev. Edward B. Lewis, pastor, Capitol Hill Methodist Church, Washington, D.C., offered the following prayer:

O God, the hope of our Nation, we have sinned against Thee and each other as a country and a world. Help us, through this prayer of repentance of our sins, to find a new life of love, opportunity, and peace for all men.

Give wisdom to the rulers of our land. We pray for a just peace in Vietnam and throughout the world. We pray for brotherhood, understanding, and sound minds in our cities. We know that death, destruction, and hate must not reign in our streets.

Cause us to ponder what we have done and are doing to ourselves. Give us the inner resource to find a just solution to a feeling of injustice and persecution.

Implant within us a right spirit through the power of Thy holy spirit. We pray in the name of Jesus, our Lord. Amen.

DESIGNATION OF ACTING PRESIDENT PRO TEMPORE

The legislative clerk read the following letter:

U.S. SENATE,
PRESIDENT PRO TEMPORE,
Washington, D.C., September 30, 1966.
To the Senate:

Being temporarily absent from the Senate, I appoint Hon. ALAN BIBLE, a Senator from the State of Nevada, to perform the duties of the Chair during my absence.

CARL HAYDEN,
President pro tempore.

Mr. BIBLE thereupon took the chair as Acting President pro tempore.

THE JOURNAL

On request of Mr. MANSFIELD, and by unanimous consent, the reading of the Journal of the proceedings of Thursday, September 29, 1966, was dispensed with.

REPORT OF A COMMITTEE SUBMITTED DURING ADJOURNMENT

Pursuant to the order of the Senate of September 29, 1966,

Mr. McCLELLAN, from the Committee on the Judiciary, reported favorably, with an amendment, on September 29, 1966, the bill (S. 2191) to provide for the civil commitment of certain persons addicted to the use of narcotic drugs, and submitted a report (No. 1667) thereon, which was printed.

MESSAGES FROM THE PRESIDENT

Messages in writing from the President of the United States, submitting nomina-

tions, were communicated to the Senate by Mr. Jones, one of his secretaries.

MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Hackney, one of its reading clerks, announced that the House had passed a bill (H.R. 15111) to provide for continued progress in the Nation's war on poverty, in which it requested the concurrence of the Senate.

ENROLLED BILLS AND JOINT RESOLUTION SIGNED

The message also announced that the Speaker had affixed his signature to the following enrolled bills and joint resolution, and they were signed by the Acting President pro tempore:

S. 196. An act for the relief of George Fraise;

S. 373. An act for the relief of Dr. Victor M. Ubieta;

S. 1468. An act for the relief of Dorothy Eyre;

S. 2091. An act for the relief of Joaquin U. Villagomez;

S. 2295. An act for the relief of Guiseppe Rubino;

S. 2540. An act to authorize the conclusion of an agreement for the joint construction by the United States and Mexico of an international flood control project for the Tijuana River in accordance with the provisions of the treaty of February 3, 1944, with Mexico, and for other purposes;

H.R. 11487. An act to provide revenue for the District of Columbia, and for other purposes;

H.R. 14019. An act to amend the Foreign Service Buildings Act, 1926, to authorize additional appropriations, and for other purposes;

H.R. 14088. An act to amend chapter 55 of title 10, United States Code, to authorize an improved health benefits program for retired members of the uniformed services and their dependents, and the dependents of active duty members of the uniformed services, and for other purposes;

H.R. 16557. An act to provide for the refund of certain amounts erroneously deducted for national service life insurance premiums from the pay of former members of the organized military forces of the Government of the Commonwealth of the Philippines, and to amend title 38 of the United States Code to provide that certain payments under that title shall be made at a rate in Philippine pesos as is equivalent to \$0.50 for each dollar authorized;

H.R. 16608. An act to amend the charter of Southeastern University of the District of Columbia; and

H.J. Res. 1308. Joint resolution making continuing appropriations for the fiscal year 1967, and for other purposes.

HOUSE BILL PLACED ON THE CALENDAR

The bill (H.R. 15111) to provide for continued progress in the Nation's war

on poverty, was read twice by its title and placed on the calendar.

REPORTS OF COMMITTEES

The following reports of committees were submitted:

Br. Mr. CANNON, from the Committee on Armed Services, without amendment:

H.R. 9916. An act to amend title 10, United States Code, with respect to the nomination and selection of candidates for appointment to the Military, Naval, and Air Force Academies, and for other purposes (Rept. No. 1670).

By Mr. SALTONSTALL, from the Committee on Armed Services, with an amendment:

S. 3834. A bill to amend chapter 141 of title 10, United States Code, to provide for price adjustments in contracts for the procurement of milk by the Department of Defense (Rept. No. 1668).

By Mr. SYMINGTON, from the Committee on Armed Services, with an amendment:

H.R. 16646. An act to amend title 10, United States Code, to authorize the award of exemplary rehabilitation certificates to certain individuals after considering their character and conduct in civilian life after discharge or dismissal from the Armed Forces, and for other purposes (Rept. No. 1669).

By Mr. NELSON, from the Committee on Labor and Public Welfare, without amendment:

H.R. 8034. An act authorizing the Secretary of Health, Education, and Welfare to make certain grants to the Menominee Indian people of Menominee County, Wis., and for other purposes (Rept. No. 1671).

PRINTING OF REVIEW OF REPORTS ON WEST FORK RIVER AND TRIBUTARIES, WEST VIRGINIA (S. DOC. NO. 109)

Mr. MANSFIELD. Mr. President, on behalf of the Senator from West Virginia [Mr. RANDOLPH], I present a letter from the Secretary of the Army, transmitting a report dated July 22, 1966, from the Chief of Engineers, Department of the Army, together with accompanying papers and illustrations, on a review of the reports on West Fork River and tributaries, West Virginia, requested by the Committee on Public Works, U.S. Senate. I ask unanimous consent that the report be printed as a Senate document, with illustrations, and referred to the Committee on Public Works.

The ACTING PRESIDENT pro tempore. Without objection, it is so ordered.

BILLS AND JOINT RESOLUTION INTRODUCED

Bills and a joint resolution were introduced, read the first time and, by unanimous consent, the second time, and referred as follows:

By Mr. HICKENLOOPER:

S. 3874. A bill for the relief of Capt.

Donald D. Folkers; to the Committee on the Judiciary.

By Mr. DOUGLAS:

S. 3875. A bill providing for the designation of the gravesite and the ancestral home of Jane Addams in Cedarville, Stephenson County, Ill., as national historical landmarks; to the Committee on Interior and Insular Affairs.

(See the remarks of Mr. DOUGLAS when he introduced the above bill, which appear under a separate heading.)

By Mr. HOLLAND:

S. 3876. A bill for the relief of Dr. Noel O. Gonzalez; to the Committee on the Judiciary.

By Mr. ERVIN:

S. 3877. A bill for the relief of Richard B. Jones; to the Committee on the Judiciary.

S.J. Res. 196. Joint resolution proposing an amendment to the Constitution of the United States to provide that the voluntary admission or confession of the accused in a criminal prosecution shall be admissible against him in any court sitting anywhere in the United States, and that the ruling of a trial judge admitting an admission or confession as voluntarily made shall not be reversed or otherwise disturbed by the Supreme Court or any inferior court established by Congress or under its authority if such ruling is supported by competent evidence; to the Committee on the Judiciary.

CONCURRENT RESOLUTION

TO PRINT ADDITIONAL COPIES OF HEARINGS ENTITLED "DETECTION AND PREVENTION OF CHRONIC DISEASE UTILIZING MULTIPHASIC HEALTH SCREENING TECHNIQUES"

Mrs. NEUBERGER submitted the following concurrent resolution (S. Con. Res. 110); which, under the rule, was referred to the Committee on Rules and Administration:

Resolved by the Senate (the House of Representatives concurring), That there be printed for the use of the Special Committee on Aging four thousand additional copies of hearings held September 20, 21, and 22, 1966, in Washington, D.C., titled "Detection and Prevention of Chronic Disease Utilizing Multiphasic Health Screening Techniques."

RESOLUTIONS

NOTIFICATION TO THE PRESIDENT RELATING TO ELECTION OF FRANCIS R. VALEO TO BE SECRETARY OF THE SENATE

Mr. MANSFIELD submitted a resolution (S. Res. 308) notifying the President of election of Francis R. Valeo, of the District of Columbia, to be Secretary of the Senate, effective October 1, 1966, which was considered and agreed to.

(See the above resolution printed in full when submitted by Mr. MANSFIELD, which appears under a separate heading.)

NOTIFICATION TO THE HOUSE OF REPRESENTATIVES RELATING TO ELECTION OF FRANCIS R. VALEO TO BE SECRETARY OF THE SENATE

Mr. MANSFIELD submitted a resolution (S. Res. 309) notifying the House of Representatives of election of Francis R. Valeo, of the District of Columbia, to

be Secretary of the Senate, effective October 1, 1966, which was considered and agreed to.

(See the above resolution printed in full when submitted by Mr. MANSFIELD, which appears under a separate heading.)

TRIBUTE TO RETIRING SECRETARY OF THE SENATE, THE HONORABLE EMERY L. FRAZIER

Mr. MANSFIELD (for himself and Mr. DIRKSEN) submitted a resolution (S. Res. 310) paying tribute to retiring Secretary of the Senate, the Honorable Emery L. Frazier, which was considered and agreed to.

(See the above resolution printed in full when submitted by Mr. MANSFIELD, which appears under a separate heading.)

ADDRESSES, EDITORIALS, ARTICLES, ETC., PRINTED IN THE APPENDIX

On request, and by unanimous consent, addresses, editorials, articles, etc., were ordered to be printed in the Appendix, as follows:

By Mr. SALTONSTALL:

Joint statement by Democratic State Chairman Gerard F. Doherty and Republican State Chairman Senator John Parker, issued at the Massachusetts Community Leadership Conference on Voting sponsored by the American Heritage Foundation.

By Mr. TALMADGE:

Résumé of achievements of Mary Jo Smith, of Coolidge, Ga., recently selected "Typically Outstanding" from the total 4-H Club membership.

By Mr. MUNDT:

Article entitled "The Financial Dilemma of American Federalism," appearing in the September issue of the Morgan Guaranty Survey, published by the Morgan Guaranty Trust Co.

LIMITATION ON STATEMENTS DURING TRANSACTION OF ROUTINE MORNING BUSINESS

On request of Mr. MANSFIELD, and by unanimous consent, statements during the morning hour were ordered limited to 3 minutes.

EXECUTIVE SESSION

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the Senate go into executive session.

The ACTING PRESIDENT pro tempore. Without objection, it is so ordered.

EXECUTIVE MESSAGES REFERRED

The ACTING PRESIDENT pro tempore laid before the Senate messages from the President of the United States submitting sundry nominations, which were referred to the Committee on the Judiciary.

(For nominations this day received, see the end of Senate proceedings.)

REPORTS OF COMMITTEES

The ACTING PRESIDENT pro tempore. If there be no reports of commit-

tees, the clerk will proceed to state the nominations on the Executive Calendar.

DISTRICT OF COLUMBIA COURT OF GENERAL SESSIONS

The legislative clerk read the nomination of Austin L. Fickling, of the District of Columbia, to be associate judge of the District of Columbia court of general sessions for the term of 10 years.

The ACTING PRESIDENT pro tempore. Without objection, the nomination is confirmed.

DEPARTMENT OF STATE

The legislative clerk read the nomination of Nicholas deB. Katzenbach, of Illinois, to be Under Secretary of State.

Mr. DIRKSEN. Mr. President, the distinguished Senator from South Carolina [Mr. THURMOND] would like to have the RECORD show that if he were present, he would vote "Nay" on the confirmation of this nomination.

Mr. MANSFIELD. Mr. President, I think the nomination of Nicholas deB. Katzenbach not only is an excellent one but portends much good for the Nation in the troublous months and years ahead. Mr. Katzenbach has been an outstanding Attorney General. He has been most constructive in his discussions with the leadership—and there have been many—on both sides of the aisle. He has shown himself to be a man of reason, integrity, and determination. I am delighted that his nomination is to be acted on shortly.

Mr. DIRKSEN. Mr. President, I concur in the sentiments expressed by the distinguished majority leader. It was my pleasure, at the invitation of my senior colleague from Illinois [Mr. DOUGLAS], to be present and to present Mr. Katzenbach to the Committee on Foreign Relations.

My relations with him go back almost to the time when he took the oath as Deputy Attorney General in 1960, when we were active in the field of civil rights. I had a chance to appraise the temper, capacity, and appearance of Mr. Katzenbach, and I regard him very highly. He is a man of extraordinary perception.

Mr. DOUGLAS. Mr. President, I think this appointment is an excellent one. I have had the privilege of knowing Mr. Katzenbach ever since he was a student at the Yale Law School, some 20 years ago. He has a distinguished legal record. He has always been interested in and for some years has specialized in international affairs.

Mr. Katzenbach's work in the Department of Justice has been distinguished, and I join my colleague from Illinois [Mr. DIRKSEN] and the minority leader in saying that I believe the President is to be commended upon this appointment.

Mr. PELL. Mr. President, I am delighted to vote for the confirmation of Nicholas Katzenbach. I have known, liked and admired him for many years and believe that he will bring to this job the common sense, imagination, and vigor that is so necessary for its successful performance.

I believe, too, that his singularly well-trained and wide reaching mind will keep

"(b) Members of the advisory committee and members of any panel appointed pursuant to section 502(b), who are not regular full-time employees of the United States, shall, while serving on the business of such committee or such panel, be entitled to receive compensation at rates fixed by the Secretary, but not exceeding \$100 per day, including traveltime; and, while so serving away from their homes or regular place of business, they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5 of the Administrative Expenses Act of 1946 (5 U.S.C. 73b-2) for persons in the Government service employed intermittently.

"Delegation of Functions

"SEC. 504. The Secretary is authorized to delegate any of his functions under this title to any officer or employee of the Department of Health, Education, and Welfare."

Reorganization Plan

SEC. 11. The provisions enacted by this Act shall be subject to the provisions of Reorganization Plan Numbered 3 of 1966.

Mr. MANSFIELD. I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

UNANIMOUS-CONSENT AGREEMENT

Mr. MANSFIELD. Mr. President, I should like to propound a unanimous-consent request which meets with the approval of the Senator from Alabama [Mr. HILL]; the distinguished minority leader; the Senator from Vermont; and others who are interested.

Mr. President, it is my understanding that the distinguished Senator from Alabama will make an explanation of S. 3008, and be prepared to answer any questions which may be raised this afternoon.

Therefore, at this time I ask unanimous consent that beginning at 12:30 o'clock on Monday next, there be a time limitation of 30 minutes on each amendment, the time to be equally divided between the proposer of the amendment and the chairman of the committee, under the usual form.

The PRESIDING OFFICER. With how much time to be allowed on the bill?

Mr. MANSFIELD. Mr. President, I ask unanimous consent that a period of not to exceed 1 hour be allowed on the bill.

The PRESIDING OFFICER. Is there objection? The Chair hears none, and it is so ordered.

The unanimous-consent request was subsequently reduced to writing as follows:

UNANIMOUS-CONSENT AGREEMENT

Ordered, That, effective on Monday, October 3, 1966, at 12:30 p.m., during the further consideration of the bill (S. 3008) to amend the Public Health Service Act to promote and assist in the extension and improvement of comprehensive health planning and public health services, to provide for a more effective use of available Federal funds for such planning and services, and for other purposes, debate on any amendment, motion, or appeal, except a motion to lay on the table, shall be limited not to exceed one-half hour, to be equally divided and controlled by

the mover of any such amendment or motion and the Senator from Alabama [Mr. HILL]: *Provided*, That in the event Mr. HILL is in favor of any such amendment or motion, the time in opposition thereto shall be controlled by the minority leader or some Senator designated by him: *Provided further*, That no amendment that is not germane to the provisions of the said bill shall be received.

Ordered further, That on the question of the final passage of the said bill debate shall be limited not to exceed one hour, to be equally divided and controlled, respectively, by the majority and minority leaders: *Provided*, That the said leaders, or either of them, may, from the time under their control on the passage of the said bill, allot additional time to any Senator during the consideration of any amendment, motion, or appeal.

Mr. HILL. Mr. President, I have the honor to submit to the Senate the proposed Comprehensive Health Planning and Public Health Services Amendments of 1966 that was approved by the Committee on Labor and Public Welfare without a dissenting vote.

The bill would, first, extend to public health programs the concept of comprehensive planning that has been effectively used in the Hill-Burton program, second, strengthen and improve the existing programs of grants-in-aid for public health services, and third, provide Federal assistance for the mentally retarded and other handicapped children.

Since 1936 the States have received Federal grants-in-aid to support public health services. There are now some 15 different formula and project grants being awarded to combat cancer, chronic illness, heart disease, mental illness, tuberculosis, venereal diseases, dental diseases, neurological diseases, and mental retardation. In addition, the grants contribute to the general support of public health programs, community health services, radiological health programs and the training of personnel for home health services.

The funds appropriated for each of these specific categories may not be transferred to any other of the specified categories and may not be used to combat any other public health problem, even one that represents a more serious threat to health and is more deserving of attention.

The lack of flexibility in the use of Federal funds for public health activities is a matter of increasing concern to States, counties, and cities because of expanding responsibilities in the field of public health. The role of health departments has been expanded by medical research that has yielded the knowledge to prevent and control additional diseases, by environmental pollution that has created new hazards to health, and by population growth.

As an alternative to authorizing new categorical programs of assistance directed against additional specific diseases or health problems, S. 3008 provides for a flexible and responsive program of financial assistance for public health activities.

The bill authorizes the Surgeon General of the Public Health Service to award, first, formula grants for statewide public health planning, second, project grants for areawide or communi-

ty health planning, and third, project grants for training, studies, and demonstrations in planning for comprehensive health services.

The bill also authorizes the Surgeon General to award formula grants to State health and mental health agencies for paying part of the costs of public health services, including the training of personnel, and, project grants to public or nonprofit agencies for paying part of the cost of:

First. Public health services to meet needs of limited geographic scope or of specialized regional or national significance;

Second. Initiating new public health services; and,

Third. Studies, demonstrations, or training to improve the methods of providing public health services.

In addition, the bill authorizes the exchange of health personnel between the Department of Health, Education, and Welfare and States and provides for continuing the existing program of formula grants for schools of public health.

Through an amendment to the bill, mental retardation facilities were made eligible for grants to initiate new or expanded services. This new program of financial assistance is similar to those now authorized to cover the costs of initial staffing at community mental health centers, rehabilitation facilities and sheltered workshops.

To help meet the need for trained recreational personnel for mentally retarded and other handicapped children, an amendment was adopted to provide financial assistance in training physical education teachers and recreation personnel for work with handicapped children. Research and demonstrations in recreation for the handicapped could also be financed.

S. 3008 has been endorsed by Governors or State health officers of 30 States and also by other representatives of State and local government. The Council of State Governments wrote the Committee as follows:

For many years both the national Governors' Conference and the National Association of State Budget Officers have been interested in bringing about a greater measure of flexibility in the purposes for which grants-in-aid of various health purposes might be expended. It appears to us that the bill you have introduced serves this purpose admirably . . . All in all, it appears to us that enactment of the proposed legislation would aid materially in achieving better organization and administration of public health programs.

The Advisory Commission on Intergovernmental Relations also wrote in support of the bill and stated:

The Commission believes that S. 3008 represents a major improvement in intergovernmental relations in the field of public health and in grant-in-aid administration generally. These reforms to permit greater flexibility in the use of grant funds for the provision of community health services are long overdue and should result in more effective use of scarce financial resources of the Nation.

In addition, the National Association of Counties wrote:

I should like to express our support of S. 3008 . . . The concepts embodied in this leg-

relation are in keeping with the American County platform, the official policy statement of our Association, especially our position on regional cooperation and county planning.

The legislation is also supported by the American Dental Association, American Heart Association, American Hospital Association, American Nurses' Association, American Optometric Association, American Psychiatric Association, American Public Health Association, American Social Health Association, Association of Schools of Public Health, Association of State and Territorial Health Officers, National Association for Retarded Children, National Association of State Mental Health Program Directors, National Tuberculosis Association, and the North American Association of Alcoholism Programs.

I hope the bill may be passed by the Senate.

RECESS TO 1:30 P.M.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the Senate stand in recess until 1:30 this afternoon.

The motion was agreed to; and at 12 o'clock and 58 minutes p.m. the Senate took a recess until 1:30 p.m. the same day.

At 1:30 p.m., on the expiration of the recess, the Senate reconvened, when called to order by the Presiding Officer.

(Mr. PROXMIER in the chair).

ORDER FOR ADJOURNMENT

Mr. JAVITS. Mr. President, I ask unanimous consent that when the Senate completes its business today it stand in adjournment until Monday next at 12 o'clock noon.

The PRESIDING OFFICER. Without objection, it is so ordered.

ECONOMIC OPPORTUNITY AMENDMENTS OF 1966

Mr. JAVITS. Mr. President, I ask unanimous consent that the unfinished business may be laid before the Senate.

The PRESIDING OFFICER. The bill will be stated by title.

The ASSISTANT LEGISLATIVE CLERK. A bill (S. 3164) to provide for continued progress in the Nation's war on poverty.

The PRESIDING OFFICER. Is there objection to the request of the Senator from New York?

There being no objection, the Senate resumed the consideration of the bill (S. 3164), which had been reported from the Committee on Labor and Public Welfare with an amendment to strike out all after the enacting clause and insert:

That this Act may be cited as the Economic Opportunity Amendments of 1966.

Authorizations and financing

SEC. 2. (a) (1) For the purpose of carrying out programs under the Economic Opportunity Act of 1964 (other than part C of title I of such Act), there is hereby authorized to be appropriated for the fiscal year ending June 30, 1967, the sum of \$2,496,000,000, of which, subject to the provisions of section 616 of such Act, the amounts appropriated or made available by appropri-

tion Act shall not exceed \$228,000,000 for the purpose of carrying out of the provisions of part A of title I of such Act; \$496,000,000 for the purpose of carrying out part B of title I; \$150,000,000 for the purpose of carrying out part D of title I, as added by these amendments; \$1,344,000,000 for the purpose of carrying out title II; \$65,000,000 for the purpose of carrying out title III; \$5,000,000 for the purpose of carrying out the provisions referred to in the second sentence of section 407, as added by these amendments; \$160,000,000 for the purpose of carrying out title V; \$17,000,000 for the purpose of carrying out title VI; and \$31,000,000 for the purpose of carrying out title VIII as added by these amendments.

(2) Section 616 of the Economic Opportunity Act of 1964 is amended by inserting immediately before the first comma the following: ", or under any Act authorizing appropriations for any such title (other than part C of title I)".

(b) (1) Sections 141, 221, 321, 503, and 615 of the Economic Opportunity Act of 1964 are each amended by (A) striking out "three" in the first sentence and inserting in lieu thereof "five", and (B) striking out "succeeding fiscal year" in the second sentence and inserting in lieu thereof "three succeeding fiscal years".

(2) Section 407 of such Act is amended by striking out "two" and inserting in lieu thereof "five".

(c) (1) Sections 115 and 208(a) of the Economic Opportunity Act of 1964 are each amended by striking out "three" in the first sentence and inserting in lieu thereof "four".

(2) The first sentence of section 216(b) of such Act is amended by (A) striking out "two" in the first sentence and inserting in lieu thereof "three", and (B) striking out "shall be" in such sentence and inserting in lieu thereof "shall not exceed".

Job Corps—Enrollee Assignment, Standards of Conduct and Follow-Up Information

SEC. 3. Section 104 of the Economic Opportunity Act of 1964 is amended by adding at the end thereof the following new subsections:

"(e) Whenever there is a vacancy in a Corps center in the region in which an enrollee resides which is an appropriate center to meet the needs of the enrollee as determined by the Director, such enrollee shall be assigned to such center. If no such vacancy exists, the enrollee shall be assigned to the Corps center offering programs and activities appropriate to meet the needs of the enrollee as determined by the Director, which is nearest to the residence of such enrollee.

"(f) Within Corps centers, standards of conduct and deportment shall be provided and stringently enforced. In the case of violations committed by enrollees, dismissals from the Corps or transfers to other locations should be made in every instance where it is determined that retention in the Corps, or in the particular Corps center, will jeopardize the enforcement of such standards of conduct and deportment or diminish the opportunity of other enrollees.

"(g) The Director shall to the maximum extent feasible assure that each enrollee who successfully completes enrollment in the Corps furnishes to him six months and eighteen months after such completed enrollment the following information:

"(1) The place of residence of such enrollee;

"(2) The employment status of such enrollee;

"(3) The compensation received by such enrollee in his current job and the compensation received by him in the job, if any, immediately preceding his current job; and

"(4) Such other relevant information determined by the Director to be necessary for an effective follow-up."

Youth Programs—Experimental Projects

SEC. 4. Title I of the Economic Opportunity Act of 1964 is amended by inserting a new section 110-1 to read as follows:

"Special Experimental Projects

"SEC. 110-1. The Director is authorized, in communities selected by him, to conduct experimental or demonstration projects providing youth employment and training on a combined residential and nonresidential basis. Such projects may involve the use of resources or authority under both this part and part B of this title, and the Director is authorized to waive any provision of such parts which he finds would prevent the carrying out of elements of such projects essential to a determination and demonstration of their feasibility and usefulness. The Director shall report to the Congress a full description of actions taken and progress made under this section no later than March 1, 1968."

Work Training—On-the-Job Training and Eligibility

SEC. 5. (a) Section 113(a)(1) of the Economic Opportunity Act of 1964 is amended by inserting immediately preceding the semicolon at the end thereof the following: ", or (C) in training programs of the same nature and on the same terms and conditions as authorized in section 204 of the Manpower Development and Training Act of 1962, as amended".

(b) Section 113(a)(3) is amended by inserting immediately preceding the semicolon at the end thereof the following: ", or is of the same nature and in the same terms and conditions as authorized in section 204 of the Manpower Development and Training Act of 1962, as amended".

(c) Section 114(a) is amended by striking out the first word and inserting in lieu thereof: "Enrollment" and by inserting immediately after "age twenty-two" the following: "or who are students in the ninth through twelfth grades of school or are of an age equivalent to that of students in such grades".

Special Impact Programs

SEC. 6. Title I of the Economic Opportunity Act of 1964 is amended by—

(a) striking out the heading of such title and inserting in lieu thereof:

"TITLE I—WORK TRAINING AND WORK-STUDY PROGRAMS";

(b) Redesignating "PART D" as "PART E" and renumbering section "131" as section "141"; and

(c) Inserting the following new part immediately following part C:

"Part D—Special impact programs

"SEC. 131. (a) The purpose of this section is to establish special programs which (1) are directed to the solution of the critical problems existing in particular communities and neighborhoods (defined without regard to political or other subdivision or boundaries) within those urban areas of the Nation having, in the judgment of the Director, especially large concentrations of low-income persons; (2) are of sufficient size and scope to have an appreciable impact in such communities and neighborhoods in arresting tendencies toward dependency, chronic unemployment, and rising community tensions; and (3), where feasible and appropriate, are part of a citywide plan for the reorganization of local or State agencies in order to coordinate effectively all relevant programs of social development.

"(b) In order to carry out the purposes of this part, the Director is authorized to make grants to public or private nonprofit organizations, or to enter into contracts with other private organizations, for the payment of all or part of the cost of programs described in sections 205 (d) and (e) of this Act. The Director shall assure that the

work training and employment opportunities created under these special programs are filled by the residents of the communities or neighborhoods served, and that the activities pursued are carried out in the communities and neighborhoods described in subsection (a). For the purposes of this section, the Director may include youths aged sixteen to twenty-one who are unemployed, underemployed, or below the poverty level as established for the programs described in section 205 (d) and (e).

"(c) The Director shall establish such criteria, and impose such conditions, as may be necessary or appropriate to assure that no program assistance under this part will result in the displacement of employed workers or impair existing contracts for services and to assure that the rates of pay and other conditions of employment will be appropriate and reasonable in the light of such factors as the type of work performed, geographical region, and proficiency of the employee.

"(d) In carrying out the provisions of this part, the Director shall establish such procedures or impose such requirements as may be necessary or appropriate to assure maximum coordination with community action programs approved pursuant to title II-A of this Act."

Representation on Community Action Boards

SEC. 7. Section 202 of the Economic Opportunity Act of 1964 is amended by adding at the end thereof the following new subsection:

"(c) The Director shall require community action agencies to establish procedures under which representative groups of the poor including but not limited to minority groups, the elderly, and the rural population, which feel themselves inadequately represented on their community action agency policy board, may petition for adequate representation on such board."

Criteria for Community Action Programs

SEC. 8. Section 202(b) of the Economic Opportunity Act of 1964 is amended by adding at the end thereof a new sentence to read as follows: "Such criteria shall include requirements to assure (1) that each agency responsible for a community action program is qualified to administer such program and the funds granted to it efficiently, effectively, and in a manner fully consistent with the provisions and purposes of this part, having due regard for the size and complexity of such program and the number of persons and size of the area served; (2) that each such agency is subject to evaluation of program progress and regular or periodic audits and that the results or findings of such evaluations and audits are considered by the agency as well as by the Director in connection with proposals or applications for the renewal, expansion, or modification of any such program; (3) that each such agency maintains records and internal controls needed to achieve and document compliance with all legal requirements and that all records bearing exclusively on grants made under this part are available to the General Accounting Office; (4) that each such program is carried on in accordance with standards and policies, including rules governing the conduct of officers and employees, to preclude the use of program funds, the provision of services, or the employment or assignment of personnel in a manner supporting, or resulting in an identification of such program with, any partisan political activity or any activity designed to further the election or defeat of any candidate for public office; and (5) that the personnel of each such agency are selected, employed, promoted, and compensated in accordance with standards prescribed by the Director, or personnel plans approved

by him, as promoting efficiency and the effective use of funds."

Community Action—Conduct and Administration of Programs

SEC. 9. Section 205 of the Economic Opportunity Act of 1964 is amended by redesignating subsection (e) as subsection (f) and by inserting immediately following subsection (d) the following new subsection:

"(e) The Director is authorized to make grants or enter into agreements with any State or local agency or private organization to pay all or part of the costs of adult work training and employment programs for unemployed or low-income persons involving activities designed to improve the physical, social, economic or cultural condition of the community or area served in fields including, but not limited to, health, education, welfare, neighborhood redevelopment, and public safety. Such programs shall (A) assist in developing entry level employment opportunities, (B) provide maximum prospects for advancement and continued employment without Federal assistance, and (C) be combined with necessary educational, training, counseling, and transportation assistance, and such other supportive services as may be needed."

(b) Section 205 of the Economic Opportunity Act of 1964 is amended by adding at the end thereof the following new subsections:

"(g) In extending assistance under this section the Director is authorized to make grants for the payment of a reasonable allowance per meeting for attendance at neighborhood community action council or committee meetings and for the reimbursement of other necessary expenses to members of such councils or committees who are residents of the areas and members of the groups served in order to insure and encourage their maximum feasible participation in the development, conduct, and administration of community action programs: *Provided, however,* That no such payments shall be made to any person who is an employee of the United States Government or of a community action agency.

"(h) (1) In making grants for programs in the field of family planning the Director shall assure that family planning services, including the dissemination of family planning information and medical assistance and supplies, are made available to all individuals who meet the criteria for eligibility for assistance under this part which have been established by the community action agency and who desire such information, assistance, or supplies.

"(2) No such grant shall be approved unless it contains and is supported by reasonable assurances that in carrying out any program assisted by any such grant, the applicant will establish and follow procedures designed to insure that—

"(A) no individual will be provided with any information, medical supervision or supplies which such individual states to be inconsistent with his or her moral, philosophical, or religious beliefs; and

"(B) no individual will be provided with any medical supervision or supplies unless such individual has voluntarily requested such medical supervision or supplies.

"(3) The use of family planning services provided by the applicant under such grant shall not be a prerequisite to the receipt of services from or participation in any other programs under this Act."

Adult Basic Education—Prohibition

SEC. 10. Section 205(b) of the Economic Opportunity Act of 1964 is amended by inserting immediately before the period the following: "or for any adult basic education program, as described in title II(B)."

Community Action—Personnel Assistance and Training

SEC. 11. (a) Section 206 of the Economic Opportunity Act of 1964 is amended to read as follows:

"Technical Assistance and Training

"Sec. 206. The Director is authorized to provide, either directly or through grants or other arrangements, (1) technical assistance to communities in developing, conducting, and administering community action programs, and (2) training for specialized or other personnel needed to develop, conduct, or administer such programs or to provide services or other assistance in connection with such programs or otherwise pertaining to the purposes of this part. The Director is also authorized, upon request of a grantee under this section, or sections 204, 205, or 209(b), to make special assignments of personnel to the grantee to assist and advise in the performance of functions related to the purposes of this part, except that in no event shall more than one hundred persons be employed for, or at any one time regularly engaged in, such assignments, nor shall any such special assignment be for a period of more than two years in the case of any grantee."

(b) The first sentence of section 207 of the Economic Opportunity Act of 1964 and the heading of such section are amended by deleting the word "training" and the commas which immediately precede and follow it.

Independent Funding—Community Action Programs

SEC. 12. Section 211 of the Economic Opportunity Act of 1964 is amended to read as follows:

"SEC. 211. (a) In determining whether to extend assistance under this Act, the Director shall, to the extent feasible, give preference to programs and projects which are components of a community action program approved pursuant to this part. The Director shall carry out this part of the Act in a manner designed to enhance community-wide cooperation and action and to encourage the establishment of local community action agencies in carrying out projects in communities pursuant to this part.

"(b) If the Director determines that an independently funded program may help ease conflict or provide more operating efficiency, or is more economical, he is authorized to make grants to, or to contract with, independently funded public and private nonprofit agencies and organizations, in addition to the community action agency. For purposes of this section, an independently funded agency is one which operates programs of a limited scope and which does not have broad comprehensive community representation on its policymaking board.

"(c) The Director shall make grants to, or contract with, independently funded public and private nonprofit agencies and organizations in predominantly rural areas in accordance with sections 210 and 617 where the Director determines it is not feasible within a reasonable period of time to establish community action agencies.

"(d) If projects are of a regional nature and can be more efficiently operated on this basis, the Director may make grants to, or contract with, independently funded, public and private, nonprofit agencies and organizations for the conduct and administration of such projects."

Health Services

SEC. 13. Title II of the Economic Opportunity Act of 1964 is amended by inserting a new section 211-1 to read as follows:

"Comprehensive Health Services Programs

"SEC. 211-1. (a) The Director is authorized to make grants to, or to contract with, public

or private nonprofit agencies in order to provide assistance necessary for the development and implementation of comprehensive health services programs focused upon the needs of persons residing in urban or rural areas having high concentrations of poverty and a marked inadequacy of health services. Such programs shall be designed—

"(1) to make possible, with maximum feasible utilization of existing agencies and resources, the provision of comprehensive health services, including but not limited to preventive medical, diagnostic, treatment, rehabilitation, mental health, dental and follow-up services, together with facilities and rehabilitation necessary in connection therewith; and

"(2) to assure that such services are made readily accessible to the residents of such areas, are furnished in a manner most responsive to their needs and with their participation, and wherever possible are combined with, or included within arrangements for providing, employment, education, social, or other assistance needed by the families and individuals served.

Before approving any program under this section, the Director shall consult with appropriate Federal, State, and local health agencies and take such steps, or impose such conditions, as may be required to make certain that the program will be carried on under competent professional supervision and that existing agencies providing services related to this section are furnished with all assistance necessary or appropriate in order to permit them to plan for participation in such program and for the necessary continuation of such services.

"(b) The Director, either separately or as part of the annual report required under section 608, shall submit at least annually to the Congress a comprehensive statement describing the actions taken and progress made under this Act in meeting the needs of the poor for expanded and improved health services. The Director shall also provide for studies of the nature and characteristics of health problems particularly significant to low-income persons.

"(c) The Director is authorized, after consultation with the Secretary of Health, Education, and Welfare, to secure (by grant or contract) objective studies of the overall operation of the programs authorized under this section, including their relationship to and impact on the adequacy and availability of all relevant programs and services for meeting total health needs. Reports of such studies, together with such comments and recommendations as the Director and the Secretary of Health, Education, and Welfare may care to offer, shall be submitted to the President and the Congress."

Rural Areas—Loan Authority and Indemnity Payments

SEC. 14. (a) Section 302(a) of the Economic Opportunity Act of 1964 is amended by striking out "exceeding \$2,500 in the aggregate" and inserting in lieu thereof "resulting in an aggregate indebtedness of more than \$3,500 at any one time".

(b) Section 305(f) of the Economic Opportunity Act of 1964 is amended by—

(1) inserting "(1)" immediately after "Provided, That"; and

(2) inserting immediately before the period at the end thereof a semicolon and the following: "and (2) a cooperative organization formed by and consisting of members of an Indian tribe (including any tribe with whom the special Federal relationship with Indians has been terminated) engaged in the production of agricultural commodities, or in manufacturing products, on an Indian reservation (or former reservation in the case of tribes with whom the special Federal relationship with Indians has been terminated)

shall not be regarded as a cooperative organization within the purview of this clause".

(c) Section 331(c) of the Economic Opportunity Act of 1964 is amended by striking out "June 30, 1966" and inserting in lieu thereof "June 30, 1967".

Grant Support—Small Business Loan Program

SEC. 15. (a) Section 402 of the Economic Opportunity Act of 1964 is hereby redesignated section 402(a) and there is added at the end thereof a new subsection (b) as follows:

"(b) The Director is further authorized to make grants to, or contract with, public or private nonprofit agencies, or combinations thereof, to pay all or part of the costs necessary to enable such agencies to provide screening, counseling, management guidance, or similar assistance with respect to persons or small business concerns which receive or may be eligible for assistance under subsection (a). Financial assistance under this subsection shall be subject to the provisions of section 208 of this Act."

(b) Section 407 of the Economic Opportunity Act of 1964 is amended by (A) striking out the heading "Duration of Program" and inserting in lieu thereof "Authorization of Appropriations" and (B) adding at the end thereof a new sentence as follows: "For the purpose of carrying out the provisions of section 402(b), for the fiscal year ending June 30, 1967, and the three succeeding fiscal years, such sums may be appropriated as the Congress may authorize by law."

Assistant Director for Elderly Poor

SEC. 16. (a) Section 601(a) of the Economic Opportunity Act of 1964 is amended by striking out "three" in the third sentence thereof and inserting in lieu thereof "four".

(b) Section 610 of the Economic Opportunity Act of 1964 is amended by inserting at the end thereof the following: "The Director shall carry out such investigations and studies, including consultations with appropriate agencies and organizations, as may be necessary (A) to develop programs providing employment opportunities, public service opportunities, and education for the elderly poor under the provisions of this Act, and (B) to determine and recommend to the President and the Congress such programs requiring additional authority and the necessary legislation to provide such authority."

Liaison Between Agencies

SEC. 17. Section 602(d) of the Economic Opportunity Act of 1964 is amended by adding immediately before the semicolon at the end thereof the following: "subject to provisions to assure the maximum possible liaison between the Office of Economic Opportunity and such other agencies at all operating levels, which shall include the furnishing of complete operational information by such other agencies to the Office of Economic Opportunity".

Political Activities

SEC. 18. Section 603 of the Economic Opportunity Act of 1964 is amended to read as follows:

"Political Activities

"SEC. 603. (a) For purposes of chapter 15 of title V of the United States Code any overall community action agency which assumes responsibility for planning, developing, and coordinating communitywide anti-poverty programs and receives assistance under this Act shall be deemed to be a State or local agency; and for purposes of the first sentence of sections 1501(a) (1) and (2) of such chapter any agency receiving assistance under the Economic Opportunity Act of 1964 (other than part C of title I of such Act) shall be deemed to be a State or local agency.

"(b) The Director, after consultation with the Civil Service Commission, is authorized to issue such regulations or impose such re-

quirements as may be necessary or appropriate to supplement the provisions of subsection (a) of this section or otherwise to insure that programs assisted under this Act are not carried on in a manner involving the use of program funds, the provision of services, or the employment or assignment of personnel in a manner supporting, or resulting in the identification of such program with, any partisan political activity or any activity designed to further the election or defeat of any candidate for public office."

National Advisory Council on Economic Opportunity

SEC. 19. Section 605 of the Economic Opportunity Act of 1964 is amended to read as follows:

"SEC. 605. (a) There is hereby established in the Office a National Advisory Council on Economic Opportunity (hereinafter referred to as the Advisory Council), to be composed of twenty-one members appointed, for staggered terms and without regard to the civil service laws, by the President. Such members shall be representative of the public in general and appropriate fields of endeavor related to the purposes of this Act. The President shall designate the chairman from among such members. The Advisory Council shall meet at the call of the chairman but not less often than four times a year. The Director shall be an ex officio member of the Advisory Council.

"(b) The Advisory Council shall—

"(1) advise the Director with respect to policy matters arising in the administration of this Act; and

"(2) review the effectiveness and the operation of programs under this Act and make recommendations concerning (A) the improvement of such programs, (B) the elimination of duplication of effort, and (C) the coordination of such programs with other Federal programs designed to assist low income individuals and families.

Such recommendations shall include such proposals for changes in this Act as the Advisory Council deems appropriate.

"(c) The Advisory Council shall make an annual report of its findings and recommendations to the President not later than March 31 of each calendar year beginning with the calendar year 1967. The President shall transmit each such report to the Congress together with his comments and recommendations."

Conduct of Programs—Salary Limits

SEC. 20. Title VI of the Economic Opportunity Act of 1964 is amended by inserting a new section 610-1 to read as follows:

"Limitation on Salaries—Listing of Certain Employees

"SEC. 610-1. (a) The Director shall prescribe such rules and regulations as may be necessary to assure that none of the funds advanced or paid pursuant to any grant, contract, or agreement authorized under the provisions of parts A, B, and D of title I, part A of title II, and part B of title III, shall be used to pay any part of the salary of any officer or employee engaged in administering or conducting any program referred to in such provisions (except a person compensated as provided for in section 602 of this Act) in excess of the rate of compensation paid for comparable work in the area or locality in which the program activities assisted or supported by such grant, contract, or agreement are carried out: *Provided*, That the Director may authorize exceptions to the limitation stated in this section in those situations in which he finds such action is necessary because of unusual conditions of employment or because the duties involved in a particular job are such as to require the payment of higher salary in order to attract qualified personnel.

"(b) Note later than sixty days after the close of the fiscal year 1967 and each fiscal

year thereafter the Director shall prepare and submit to the President for submission to the Congress a list of the names of all officers or employees whose compensation is subject to the limitations set forth in subsection (a) of this section and who were receiving at the end of such fiscal year a salary of \$10,000 or more per year, together with the amount of compensation paid to each such person and the amount of such compensation paid from funds advanced or granted pursuant to this Act. No grant, contract or agreement shall be made under any of the provisions of this Act referred to in subsection (a) of this section which does not contain adequate provisions to assure the furnishing of information required by the preceding sentence."

Program Coordination

SEC. 21. Title VI of the Economic Opportunity Act of 1964 is amended by adding at the end thereof the following new section:

"Coordination of Government Training Programs

"SEC. 618. (a) It shall be the responsibility of the Director, the Secretary of Labor, the Secretary of Health, Education, and Welfare, and the heads of all other departments and agencies concerned, acting through the President's Committee on Manpower, to provide for, and take such steps as may be necessary and appropriate to implement, the effective coordination of all programs and activities within the executive branch of the Government relating to the training of individuals for the purpose of improving or restoring employability.

"(b) The Secretary of Labor, pursuant to such agreements as may be necessary or appropriate (which may include arrangements for reimbursement), shall—

"(1) be responsible for assuring that the Federal-State employment service provides and develops its capacity for providing maximum support for the programs described in subsection (a); and

"(2) obtain from the Secretary of Commerce, the Secretary of Health, Education, and Welfare, the Director of the Office of Economic Opportunity, and the head of any other Federal agency administering a training program, such employment information as will facilitate the placement of individuals being trained."

Private Enterprise Participation

SEC. 22. (a) Title VI of the Economic Opportunity Act of 1964 is amended by adding at the end thereof the following new section:

"Private Enterprise Participation

"SEC. 619. The Director and the heads of any other Federal departments or agencies to which the conduct of programs described in this Act have been delegated shall take such steps as may be desirable and appropriate to insure that the resources of private enterprise are employed to the maximum feasible extent in the programs described in this Act. The Director and such other agency heads shall submit at least annually to the Congress a joint or combined report describing the actions taken and the progress made under this section."

(b) Section 2 of the Economic Opportunity Act of 1964 is amended by adding at the end thereof the following new paragraph: "It is the sense of the Congress that it is highly desirable to employ the resources of the private sector of the economy of the United States in all such efforts to further the policy of this Act."

(c) (1) Section 103(b) of the Economic Opportunity Act of 1964 is amended by striking "with reduced Federal expenditures" and inserting in lieu thereof "at comparable costs".

(2) Sections 111 and 112 of such Act are each amended by striking the words "State and community". Section 111 is further

amended by striking the word "nonprofit" immediately following "public agencies and private".

(3) Section 112 of such Act is amended by inserting immediately following "(other than political parties)" the following: ", and may contract with other private organizations,". Section 112 is further amended by inserting "or private" immediately following "provided by local public".

(4) Section 113(a) of such Act is amended by striking "State or local program" and inserting in lieu thereof "State, local or private program". Section 113(a)(1) is amended by striking "nonprofit" after the words "sponsored by private".

(5) Section 113(a)(6) of such Act is amended by striking "; and" at the end thereof and by adding after "Secretary of Health, Education, and Welfare" the following: ": Provided further, That where appropriate, such services may be provided through contract with private high schools, vocational and other educational facilities; and".

(6) Section 114(c) of such Act is amended by striking "nonprofit" after "public agencies or private".

Vista—New Title VIII

SEC. 23. (a) The Economic Opportunity Act of 1964 is amended by adding at the end of such Act a new title VIII to read as follows:

"TITLE VIII—VOLUNTEERS IN SERVICE TO AMERICA

"Statement of Purpose

"SEC. 801. It is the purpose of this title to enable and encourage volunteers to participate in a personal way in the war on poverty, by living and working among deprived people of all ages in urban areas, rural communities, or Indian reservations, in migrant worker camps, and Job Corps camps and centers; to stimulate, develop, and coordinate programs of volunteer training and service; and, through such programs, to encourage individuals from all walks of life to make a commitment to combating poverty in their home communities, both as volunteers and as members of the helping professions.

"Authority To Establish Vista Program

"SEC. 802. (a) The Director is authorized to recruit, select, train, and—

"(1) upon request of State or local agencies or private nonprofit organizations, refer volunteers to perform duties in furtherance of programs combating poverty at a State or local level; and

"(2) in cooperation with other Federal, State, or local agencies involved, assign volunteers to work (A) in meeting the health, education, welfare, or related needs of Indians living on reservations, of migratory workers and their families, or of residents of the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, or the Trust Territory of the Pacific Islands; (B) in the care and rehabilitation of the mentally ill or mentally retarded under treatment at nonprofit mental health or mental retardation facilities assisted in their construction or operation by Federal funds; and (C) in connection with programs or activities authorized, supported, or of a character eligible for assistance under this Act.

"(b) The referral or assignment of volunteers under this section shall be on such terms and conditions (including restrictions on political activities that appropriately recognize the special status of volunteers living among the persons or groups served by programs to which they have been assigned) as the Director may determine; but volunteers shall not be so referred or assigned to duties or work in any State, nor shall programs under section 805 be conducted in any State, without the consent of the Governor.

"Volunteer Support

"SEC. 803. The Director is authorized to provide to all volunteers during training pursuant to section 802(a) and to volunteers assigned pursuant to section 802(a)(2) such stipend, not to exceed \$50 per month (or, in the case of volunteer leaders designated in accordance with standards prescribed by the Director, not to exceed \$100 per month), such living, travel, and leave allowances, and such housing, transportation (including travel to and from the place of training), supplies, equipment, subsistence, clothing, and health and dental care as the Director may deem necessary or appropriate for their needs.

"Application of Provisions of Federal Law

"SEC. 804. (a) Each volunteer under section 802 shall take and subscribe to an oath or affirmation in the form prescribed by section 104(d) of this Act, and the provisions of section 1001 of title 18, United States Code, shall be applicable with respect to such oath or affirmation; but, except as provided in subsection (b) of this section, such volunteers shall not be deemed to be Federal employees and shall not be subject to the provisions of laws relating to Federal employment, including those relating to hours of work, rates of compensation, and Federal employee benefits.

"(b) All volunteers during training pursuant to section 802(a) and such volunteers as are assigned pursuant to section 802(a)(2) shall be deemed Federal employees to the same extent as enrollees of the Job Corps under section 106 (b), (c), and (d) of this Act, except that for purposes of the computation described in paragraph (2) (B) of section 106 (c) the monthly pay of a volunteer shall be deemed to be that received under the entrance salary for GS-7 under the Classification Act of 1949.

"Special Programs and Projects

"SEC. 805. The Director is authorized to conduct, or to make grants, contracts or other arrangements with appropriate public or private nonprofit organizations for the conduct of, special programs in furtherance of the purposes of this title. Such programs shall be designed to encourage more effective or better coordinated use of volunteer services including services of low-income persons, or to make opportunities for volunteer experience available, under proper supervision and for appropriate periods, to qualified persons who are unable to make long-term commitments or who are engaged in or preparing to enter work where such experience may be of special value and in the public interest. Individuals who serve or receive training in such programs shall not, by virtue of such service or training, be deemed to be Federal employees and shall not be subject to the provisions of laws relating to Federal employment, including those relating to hours of work, rates of compensation, and Federal employee benefits; except that such individuals who receive their principal support or compensation with respect to such service or training directly from the Director or his agent for payment shall be deemed Federal employees to the same extent as volunteers assigned pursuant to section 802(a)(2) of this Act. Not to exceed 15 per centum of the sums appropriated or allocated from any appropriations to carry out this title for any fiscal year may be used for programs under this section.

"Authorization of Appropriations

"SEC. 806. (a) The Director shall carry out the program provided for in this title during so much of the fiscal year ending June 30, 1967, as follows the date of enactment of the Economic Opportunity Amendments of 1966, during the fiscal year ending June 30, 1968, and during the two succeeding fiscal years. For the purpose of carrying out this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years, such

sums may be appropriated as the Congress may authorize by law."

(b) Paragraph (2)(A)(iv) of section 205 (b) of the National Defense Education Act of 1958 is amended by striking out "section 603" and inserting in lieu thereof "title VIII".

Technical Amendments

SEC. 24. The Economic Opportunity Act of 1964 is amended as follows:

(1) Title I of such Act is amended by inserting immediately before section 110 a heading for that section to read "Youth Conservation Corps";

(2) Title II of such Act is amended by redesignating section 219 of part C as section 219-1; and

(3) Section 213(a) of such Act is amended by striking out "this section" and inserting in lieu thereof "section 214".

(4) Section 604(b) of the Economic Opportunity Act of 1964 is amended by striking out "Housing and Home Finance Administrator" and by inserting in lieu thereof "Secretary of Housing and Urban Development".

Higher Education Act of 1965—Moratorium on Student Loans to VISTA Volunteers

SEC. 25. (a) Paragraph 2(c) of section 427(a) of the Higher Education Act of 1965 (Public Law 89-329, 79 Stat. 1239) is amended by (A) striking out "or" before "(iii)" and (B) inserting immediately after the phrase "Peace Corps Act," the following: "or (iv) not in excess of three years during which the borrower is in service as a volunteer under title VIII of the Economic Opportunity Act of 1964,".

(b) The amendments made by this section shall not apply to any loan outstanding on the effective date of this Act without the consent of the then obligee institution.

Mr. JAVITS. Mr. President, I ask unanimous consent that the committee amendment in the nature of a substitute for the bill be agreed to and that the bill as thus amended be considered as original text for the purpose of amendment.

The PRESIDING OFFICER. Is there objection? The Chair hears none, and it is so ordered.

Mr. JAVITS. Mr. President, I intend to speak upon this matter to open the debate and I expect that I shall be succeeded in presenting the matter by the Senator from Pennsylvania [Mr. CLARK], floor manager of the bill, on the majority side. I am opening, instead of the Senator from Pennsylvania [Mr. CLARK], due to a problem in air schedules which forces us to reverse the order of speaking. The Senator from Pennsylvania [Mr. CLARK] is the floor manager and his statement should be taken as the one which lays the bill before the Senate.

Mr. President, the minority has not been monolithic in this matter. On the whole, I have generally accepted the views of the working majority of the committee in connection with the bill. A good many of my own amendments were adopted. Other Members of the minority have voted in varying ways on different aspects of this problem.

Generally speaking, I think it is fair to take the position that there are no party positions in respect to this bill and that the minority Members have chosen positions based upon their own individual convictions; but by no means is there minority opposition to the bill as such. Indeed, there is general agreement that there should be an antipoverty program and that we should enact legislation to deal with it.

The second point I should like to make deals with the areas in which the Senate substitute bill finds itself in difference from the House bill and the reasons therefor. Lastly, I should like to state some of my own views regarding the situation which we face in the country, a situation which places high priority and importance on our legislative actions in connection with the so-called war on poverty.

The measure passed yesterday by the other body authorizes \$1¾ billion. This amount is along the lines suggested by the administration. The Senate substitute bill provides for \$2,496 million.

As I outline the areas of increase which are included in the Senate bill, it is extremely important to note that each of the items of increase has material justification in view of the situation of the country as well as that of the poverty program. We respectfully submit, without any reflection upon our House colleagues, that the Senate substitute represents a far more appropriate approach to the situation than does the House bill.

Also, it is to be noted that the other body knew we were acting on the bill, and that most of the amendments which we adopted—in fact, I think every one of any material character—had been adopted before the other body had acted. I have the definite feeling that the members of the committee feel that, as between the two Houses, we will come out all right.

The bases for our increases have been, as I say, very specific. First, we have expanded the number of neighborhood health centers to provide more comprehensive, family-oriented health service programs. The funds provide for 50 of these centers; at present there are only 3 centers actually in operation and 5 more just about to be established, making a total of only 8 under the program to date.

We are firmly convinced that health services are the very basis of rehabilitation of the poor, that poor people suffer tremendously from inadequate health services of all kinds, and that this lack debilitates and disables otherwise able-bodied people from finding and earning their own way.

In the poverty program, which is essentially a program to deal with and eliminate the root causes of poverty in order to bring people back to a condition where they can look after themselves, we are convinced that health services are critically important. After the most exhaustive debate and the most detailed inquiry as to practicality and cost, we came to the conclusion that the establishment of 50 additional centers was the very least we could do in order to forward this program, when compared to a total demand estimated to require some 400 such centers.

We did not feel that in seeking to attain this goal we were driving too hard, or seeking to do too much in 1 fiscal year. Hence, we authorized \$100 million, which is, in round figures, the cost of 50 additional centers—what we consider to be not more than one-eighth of the total demand—in a direct contribution to the rehabilitation of the poor.

A second program to which we devoted some additional money is Headstart. That is the preschool program, for children in the 3- to 5-year age group. It has the double purpose of giving those children a basic grounding for education—the lack of such grounding being one of the major deprivations which hold back the poor in their ability to maintain themselves—and, in addition, of affording an opportunity for their parents to work and look after their own needs, instead of being tied down to the home because of the presence of little children.

Headstart is probably the most successful and widely accepted program that exists under the war on poverty. There are more than 2.5 million poor children in the 3-to-5 year age group. It is estimated that our program reaches only a relatively modest proportion of those children. The full year applications, we feel, will involve about 400,000 children, and the proposed increase will not even cover that group.

We will be able, however, to fund programs for about 328,000 children in full-year programs, and 550,000 children in 8-week summer programs. It will be noted that even if we reach all of those we expect to reach—and the number is, of course, quite considerable—we will still be far from meeting the demand for 400,000 places in the full-year program.

In the bill as it comes to us from the House, less than half of the immediate need is met. We are seeking to meet something nearer three-quarters of the immediate need. As this is by all odds one of the most successful programs of the war on poverty, we felt that we ought to at least come somewhere nearer meeting that need in the basic area of the very young children.

Another area to which we have devoted additional money is legal services. There is no group of citizens in the country who are more sensitive to their lack of knowledge or acquaintance with legal requirements, or who are in greater peril the moment they get into the slightest legal difficulty, than the poor. I learned, when I was attorney general of New York, that it was axiomatic that the people who were the most susceptible to consumer frauds and were the least likely to obtain redress, were the poor. Quite simply, legal services are too expensive for the poor; they seem almost to be reserved for the well to do. They represent a concept hardly even comprehend in the lexicon of the poor.

It is obvious that this is a kind of help needed to restore a sense of dignity and self-respect, and thus has a direct bearing upon poverty. What the poor do with their few hard-earned dollars, the dollars that are so difficult to come by even if they are from some welfare agency, can be greatly affected by their own knowledge of what legal rights they have.

So we have devoted an additional \$25 million to the demand for respect to legal services. The estimates we received from the American Bar Association show that \$90 million would be necessary to do the neighborhood legal services job properly. The President, in his Syracuse, N.Y., speech, made a great point

of the need for furnishing legal services. So we have tried to come somewhat closer to the need, and have allocated \$50 million—just enough to fund existing programs and applications on hand as of July 1, 1966.

We have moved in another area—that of unemployment and underemployment—with a twofold approach. On one hand, we have sought to deal with problems endemic to the ghettos that exist in practically every city of any size—not just big cities like New York, Chicago, Philadelphia, Boston, San Francisco, and Los Angeles, but many smaller cities as well.

The ghetto situation presents a problem in which the poor are surrounded with an environment of poverty, a depressed environment which does not engender any interest in improving one's own condition. We feel very deeply that a great deal can be done by the poor themselves to improve their own environment through work of various kinds—neighborhood cleanup work, repair of slum buildings, and perhaps some new construction.

We feel strongly that this is the best way for them to learn because, while they are learning skills which can bring them basic and regular employment, they are also improving their local neighborhood environments.

We have therefore inaugurated a special impacts program for urban areas in which they are large concentrations of low-income people. We have provided \$150 million for this purpose, an amount which is an absolute minimum if we are to make any remote dent in the ghetto problem.

Under a second, correlative approach—through an amendment which came to be called rather popularly in our committee the Scheuer amendment—named after the Representative who originated the provision in the other body—we also provide for training for adults in subprofessional and service fields. In these areas employment is readily available to those who can obtain some special training. We provide \$75 million for this purpose.

These two training and employment programs are closely related and together involve approximately \$225 million. When we comprehend the terribly depressing effect imposed by the sheer physical conditions which exist in the ghettos, we begin to understand the validity of this kind of program.

The Senate bill also provides a rather considerable increase in the Neighborhood Youth Corps which, like Headstart, is considered to be one of the most popular and acceptable components of the poverty program. This program deals both with in-school youths and with school dropouts who might become troublesome to their community.

The President's budget called for \$300 million for this program. We have provided \$496 million. This would allow for 91,000 additional opportunities in the Neighborhood Youth Corps as against an estimated demand of 400,000 placements requested. The total target population for this program is about 1.8 million youths, of whom approximately 1 million

are no longer in school or are dropouts.

These are the salient areas which make this bill different from the House bill. We did not proceed in an improvising or a cavalier way in this matter. Rather, we marked up the bill in the amounts which we believe to be strictly necessary, and we did this after many hearings and exhaustive debate in the committee. We believe this action to be required by the situation.

It should be no surprise to anyone who knows that we are dealing with endemic poverty affecting 35 million Americans, that after looking at each item solely from the standpoint of what was required and what could be effectively used, we came to the conclusion that something over \$2.4 billion was needed.

Those were the figures which we agreed to in full committee—with very heavy votes, generally speaking, on each item—as being absolutely necessary for the antipoverty program. We were cognizant of the general feeling in Congress that we had to cut the figures to the bone and that we could not, at a time when we are fighting inflationary and other forces which trouble our economy, do everything we would like to do. This was the figure we felt to be required.

The program is not a lush program in any case. In no case does it have any margin. In every case it provides far less than not only the existing demand, but also the potential demand necessary to deal with the fundamental poverty conditions involved.

I want the Senate to understand that in considering this bill, we proceeded with great circumspection, effort, and self-discipline. We present these figures to the Senate and we are, pursuant to our duty, prepared to defend these figures in every instance.

I would also like to make a few observations concerning the situation which exists in the country as it relates to the poverty program. I shall first deal with the issue of unemployment.

It is the unbelievably shocking and dramatic incidence of unemployment which is the first and most striking phenomenon which we find in the poverty areas which are involved in this program.

There, the rate of unemployment is many times the national average. For example, when one considers the cause of the riots which have just occurred in the Hunter's Point area of San Francisco, the first and most salient condition which the people in that area complained about was the fact that their rate of unemployment is basically twice the national average.

If the national average is roughly 4 percent, or a little under, their average is about 8 percent.

When we consider young people, people under 22 years of age, we invariably get a figure three and four times as large as the national average. The average rate of unemployment in those ghetto and poor areas runs approximately 15 to 17 percent for young people.

When we consider the case of young girls, that figure again doubles. It is close to 25 or 30 percent. In some of these ghetto areas, the percentage of unemployment is as much as 39 percent.

In some areas in which we have had riots, the incidence of unemployment is almost 4 out of every 10 people able to work.

It seems to me that this is a root cause for poverty and also a root cause for disorder and violence, which we cannot overlook except at our great peril. This is, fundamentally and sociologically, the No. 1 fact in respect to everything which we are trying to do in the antipoverty program.

A second point I would like to make concerns what so many are talking about as the white backlash. I am being questioned about this constantly. Do I think there is a white backlash? I am a rather well known and ardent civil rights law advocate. I have fought many legislative struggles for equal opportunity and to redress injustices which are premised upon racial considerations. So I have been a logical object of this kind of questioning. Is there such a backlash? Do the results in primary elections in Maryland and Georgia, and elsewhere, indicate that there is such resentment on the part of the majority of the whites in this country? Are the slogans of demagogues and the demonstrations of violence on the part a small but vocal minority of Negroes sufficient to cause resentment in the rest of the community and to materially affect public policy, legislation, and so forth?

There is no question that such a feeling exists. It is most regrettable. Whenever we fail to legislate because of resentment rather than considering the need to redress injustices which exist, as we so failed on the civil rights bill last week (notwithstanding that a majority of Senators were for it), when we legislate improvidently or unwisely for similar reasons, as I think we did in the fracas on the appropriation for the Department of Health, Education, and Welfare, then we do not fulfill our duty.

I am sad to state that that implication exists. What it will mean in terms of public tranquillity has to be developed. Nevertheless, those especially affected; namely, the minority groups, have got to use restraint and wisdom.

Indeed, I have urged the great majority of American Negroes to demonstrate in an open and direct way their complete rejection of the path of violence as the path toward greater social justice, opportunity, and to the redress of the legitimate grievances and repressions which their people have endured. I am rather hopeful that this approach will catch on, will happen, and will have a strong effect. When that is done, the legislative climate will have had its effect.

The disappointment which has been engendered has been very great. I would consider it the height of folly to compound it now by shortchanging the country in terms of its needs, or to shortchange a program like this, which moves so directly to meet those needs. It is just this program which can bring about a climate of feeling and opinion by minorities that will be most conducive to restoring confidence to the country in this whole movement, which for a very long time, until it encountered hard

times this year, was a most extraordinary example of self-discipline and of statesmanship, especially on the part of the Negro people.

There is real, grinding difficulty in the areas which are covered by the bill. This is the one program that has directly zeroed in to deal in the most practical way with those difficulties. We can never forget the experience we had in New York after the very hot summer of 1964 and in the summer of 1965, when programs of direct assistance to the poor, like those which we are discussing today, came into focus and into operation in congested, ghetto areas like Harlem. Neither can we forget the tremendous effect they had upon young people, who could get something to do, find somewhere to go, for the first time. They could turn their hands to work with some sense of belonging in a group, such as a community action program engaged in local cleanup of lots, streets, rat-infested tenements, and so on. Such activity built morale in that community in an unparalleled way and, indeed, materially changed the prospects and the situation, so that 1965, which was expected to be a very hot and violent summer, turned out to produce a fairly calm situation in Harlem. In my judgment, this program had its effects again in 1966, by keeping Harlem out of the climate which we found in Watts and other areas of the country where there has been grave difficulty and grave danger to the body politic.

Many of us have talked about a Marshall Plan for Americans as being the most practical, the most direct way to provide employment, training, and help in securing opportunities for personal dignity and in curing the tremendous evils and injustices of a century of repression which had been imposed upon 10 percent of our population and which numbers, in consequence, an inordinate proportion of the poor who are reached by the antipoverty program.

Here is an opportunity to help in the most constructive, hardheaded way, without becoming involved in all the constitutional questions and questions of the organization of communities which we ran into in the debate on the civil rights bill.

We must not fail in this endeavor. I see no excuse whatever for our failing. Frankly, I find it difficult to see how those who might have taken other positions on the civil rights bill on grounds of social or economic policy, or even constitutional policy, could fail to turn to and help the antipoverty effort as being one in which all agree there are no such implications aside from those for the improvement of improving the health, skills, opportunities, and environments of the poor and the depressed of the United States.

I hope that whatever may be our debates in the ensuing days on the desirability of such a program or the amount of money which is in a particular program, one basic thing will be clear: That the antipoverty program is the way to improve conditions, to correct injustices, and to fortify and strengthen order and tranquility in our Nation. This is a prin-

ciple which certainly is generally accepted by all concerned.

Finally, Mr. President, one other thing that I think is critically important in this matter, which Members will be thinking about, is the size of the program as compared with the budget, fiscal, and economic situation in the country. I explained in great detail for that reason, Mr. President, why we went through the program as carefully as we did, the conditions under which we voted, and the authorizations for the sums we eventually felt to be proven and required by the program.

We think we have now brought the amount down to the point where it is both fiscally and substantively appropriate in terms of dealing with the problems of poverty.

Mr. President, at this point I feel entitled to ask of the people of our Nation, we who have the highest standard of living on earth, we who have 50 percent of the industrial production of all mankind, we, who at such a sacrifice in blood and treasure are today the defenders of freedom for all mankind: Can we do less than what our committee considers to be a basic minimum in alleviating the oppressiveness of poverty for so many people—35 million people—in our own homeland?

Have we not a right to say that, having put the program in balance in full respect for our fiscal situation, we are now prepared and must be prepared as a matter of basic morality to pay what it takes? I have explained many times my problems, suggestions, and ideas as to the dynamics of our struggle in Vietnam for peace, but essentially I am for it. I think it is an expenditure from the Treasury of our country for our future freedom and security.

But, as a country with our power, we must, if need be, be prepared to accept a modest across-the-board tax increase rather than forgo what in basic morality, decency, and honor needs to be done by our Nation in alleviating the oppression of the poor. That is the plea I would like to make to all of my colleagues and to the people of our Nation. If I know our people and my colleagues, and I think I do, they will not be deaf to this kind of morality.

Mr. President, I now wish to make a few observations on one aspect of the program, and then I shall make some further general observations with respect to the objections which some Senators have taken in their individual views and criticisms.

First, Mr. President, I wish to point out that the other body placed a very substantial amount of resources in the so-called title I programs. These programs include the Job Corps, the Neighborhood Youth Corps, and the special impact program, which I have described as aimed at the rehabilitation of the ghetto through the labor of the poor themselves. The other body placed rather heavy emphasis on that type program. The other body correspondingly underemphasized the so-called community action agency program, which we in the Senate committee strongly support as the basic self-help program.

As we have a great belief in the poor participating in the management and conduct of self-help programs, which we consider to be the basic policy of the Congress, we felt strongly that that approach should be buttressed and supported.

Thus, we added some money to the community action programs in the ways which I have described: in health centers, legal services, and in Headstart, all of which are community action programs.

Now, Mr. President, it is necessary as we appraise our progress since the initiation of the program to see whether the community action aspects are a success. I am glad to report that they are.

More than 700 community action agencies now conduct programs. That is 400 more than last year. These have received over 2,200 project grants, and over 4 million people in the poverty category have been reached.

Moreover, the community action agencies are no longer seen as a political threat by the city halls of the country. The Conference of Mayors in Dallas, Tex., recently endorsed the community action concept. Their resolution states that umbrella agencies which run the community action efforts in various municipalities should have "broadly representative governing boards including those affected by the program."

I ask unanimous consent to have printed in the RECORD the resolution adopted at the annual meeting of the U.S. Conference of Mayors, June 15, 1966, held at Dallas, Tex., in which the "resolve" clause reads as follows:

Now, therefore, be it resolved, That the Conference calls upon the President and Congress to expand the community action program through local umbrella-type agencies which should: (a) have broadly representative governing boards including those affected by the program, representatives of local government and civic groups having an interest in the program; and (b) have full authority to coordinate and approve all activities funded by the Office of Economic Opportunity at the local level.

I emphasize the use of the word "expand".

A further resolution states:

Be it further resolved, That the Conference urges the President and Congress to recognize the severe deficiency in funds to meet program levels already established in the major centers of poverty and to support a \$250 million supplementary appropriation to bring the program to the level authorized in the original legislation.

It is this kind of recommendation which motivated our committee in the action which it took.

There being no objection, the resolution of the conference of mayors was ordered to be printed in the RECORD, as follows:

COMMUNITY ACTION AND POVERTY

Whereas, the persistence of poverty in our nation is a matter of grave concern to all public officials; and

Whereas, 87% of the poor no longer live on farms and nearly 60% live in cities; and

Whereas, earmarking of community action program funds for our national programs as proposed by Congress would reduce the flexibility and the funds available to local agencies,

Whereas, nearly all of the cities in the U.S. Conference of Mayors have organized a community action program under the provisions of the Economic Opportunity Act; and

Now therefore be it resolved that the Conference calls upon the President and Congress to expand the community action program through local umbrella-type agencies which should: (a) have broadly representative governing boards including those affected by the program, representatives of local government and civic groups having an interest in the program; and (b) have full authority to coordinate and approve all activities funded by the Office of Economic Opportunity at the local level.

Be it further resolved that the Conference urges the President and Congress to direct that the community action program shall afford: (a) maximum flexibility for local officials to develop and manage the various components of the Economic Opportunity Act according to locally determined priorities; and (b) improved coordination among federal agencies by OEO which will provide workable guarantees that preference will be given to those programs approved by local community action agencies.

Be it further resolved that the Conference urges the President and Congress to recognize the severe deficiency in funds to meet program levels already established in the major centers of poverty and to support a \$250 million supplementary appropriation to bring the program to the level authorized in the original legislation.

Mr. JAVITS. Mr. President, now I should like to make some reference to the major objections which have been made by my colleagues on the Republican side of the aisle to certain aspects of the program.

The first objection is that under the present condition of the economy, it would add to inflation to increase the program by some \$750 million over the President's request. But the Office of Economic Opportunity's figures, to which I have referred, show that more money is needed. Moreover, morality dictates that we must do with some decency what is required to combat the poverty situation in this country, especially at such a critical time of racial tensions, when so many minorities in the country would be within this class of the poor who will be reached. It is my deep belief that we should do what it takes and that we shall have to deal with the problems of inflation in other ways—and I have described them on many an occasion—including, if necessary, an across-the-board tax increase for the Vietnam war, rather than by shortchanging the poor of this Nation and thereby further endangering domestic tranquillity.

In addition, let me point out that on any kind of longer range basis, if we rehabilitate those who are poor so that they may become wage earners, we will get back an infinitely greater amount in terms of the gross national product and the productivity of the country than we will expend on this Federal aid. That, I think, is an extremely important, long-term view of the antipoverty program.

Another point which has been raised by some of my colleagues concerns the jurisdiction of the OEO and whether its activities should not be reassigned to other and more specialized departments of the Government, for example, the Job Corps sent to the Department of Labor,

and the Headstart program to the Office of Education in the Department of Health, Education, and Welfare.

Superficially—and I do not say this invidiously—that would seem to be exactly the right thing to do. I thought that myself at first. Certainly I wanted to look at it carefully when we went into the markup of the antipoverty bill. But, after hearing all the evidence and considering the facts, I came to the conclusion that at this stage, it would be very unwise, because the degree of alertness in driving forward with the programs, the degree of interest which needs to be engendered upon the local level, the vividness and the drama of the war on poverty itself, the raising of the ability of the poor themselves to administer the programs—and that is the fundamental tenet of the whole antipoverty program—are better maintained by keeping the program under separate administration. I became thoroughly convinced we would make a great mistake to lop off some aspects of the work from the OEO at this time, and that we would be better advised during this next 1-year period, and we will be back again next year making authorizations in the same committee to lay the bedrock upon which these programs can rest.

That is what this is all about.

I might say that in the way of administration, transfer would not accomplish terribly much. It would not be important in comparison with what we would lose in making the program most effective for the poor themselves.

It is for that reason, Mr. President, I hope we will not, for the present—and I emphasize the words "for the present"—disturb that situation.

The third point which is made in the various dissenting views is that salary levels are too high in the OEO.

Well, in the first place, the fact that people work on poverty does not mean that they do not have to have skills, that we do not want them honest, or that we do not want them to make a living. On the contrary, that is the very thing we want, so that they will have their heads clear to work with the difficulties that anyone knows they will have who has had any experience along this line—particularly Senators—within the local frame of reference in which they will have to work. They will have very tough jobs.

What we did do, in an effort to meet something of that view, was to require that salaries be set in accordance with amounts paid for comparable services in that geographic area, and to require public disclosure of all persons whose salaries were \$10,000 a year or more.

We feel that since this program is reviewed yearly, both in the authorizing and appropriations processes, we have put in a satisfactory protection in respect of salary levels. At the same time I think it would be a fearful mistake to thwart the efforts of the agency to get the best, most capable, dedicated, and honest people to administer a program of such sensitivity, where mistakes and excesses could be so damaging and disastrous to the Nation's self-respect.

Finally, some of my colleagues—particularly one of my colleagues who has been of tremendous help, the Senator from California [Mr. MURPHY]—have been concerned about political manipulation of the people who are poor who could so easily be imposed upon under this program. The Senator from California has consequently advanced the idea of applying the Hatch Act to everyone drawing the major part of his salary from funds coming out of the Federal Government's antipoverty program.

I am very sympathetic to that view, but I believe that after all the "give and take" which goes on in committee, we have come to a fair solution of the problem.

On the one hand, people like the Senator from California [Mr. MURPHY] and myself are deeply concerned about the dangers of political abuse of the program and, on the other hand, we want the poor to be involved, we want the community leaders involved. It is probably more than one can ask that this kind of involvement could be achieved in total insulation from normal political life.

I am convinced that it would cost us perhaps a good many desirable people if we absolutely and strictly "Hatched" everybody, as the saying goes. So, we have come to a middle ground where the Hatch Act applies as to all employees of the "umbrella" agencies, but does not cover those in the delegate agencies except in connection with their official duties carried out in connection with the antipoverty program.

I think that is a fair compromise. I believe the committee has gone a very long way to answer the legitimate and proper objections to this danger in the program.

I thank the Senator from Pennsylvania, floor manager of the bill, for his unfailing courtesy and cooperation with me and all of us on the minority side in the very difficult and lengthy considerations in dealing with a bill of this kind.

I think I have given a fair presentation of why I feel as I do and why I shall help him defend the bill on the floor of the Senate. I have tried to give some of the answers to the arguments which have been raised by some of my own colleagues, questions which were legitimate, and as to which there has been some difficulty.

I hope that this assertion of our traditional American quality of decency will be fulfilled by passage of the bill substantially as we have brought it to the floor.

Mr. CLARK. Mr. President, will the Senator yield?

Mr. JAVITS. I yield.

Mr. CLARK. I should like to express my very deep appreciation to the Senator from New York [Mr. JAVITS], the ranking minority member of the full Labor and Public Welfare Committee, for his hard work and assistance in guiding this bill through the subcommittee and the full committee.

Throughout the hearings and in the extensive and somewhat controversial markup sessions, the Senator from New York was an intelligent critic and good friend to those who were determined to pursue with all vigor the war on poverty. Many of the provisions in the bill as it

comes to the floor resulted from suggestions made by the Senator from New York [Mr. JAVITS]. Those provisions, in my judgment, strengthen the bill.

I am particularly grateful to the Senator from New York for his willingness to come here to open the debate on the bill, when, due to circumstances beyond my control, I was unable to be here at the end of the morning hour. Although I did not hear his entire address, I am advised that it was a strong endorsement of the bill, and for this I am also grateful.

Mr. JAVITS. I thank my colleague. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. CLARK. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. CLARK. Mr. President, it is my privilege, as floor manager, to bring before the Senate the 1966 amendments to the Economic Opportunity Act.

When the Economic Opportunity Act was first passed in August 1964, the declaration of purpose contained the following words:

The United States can achieve its full economic and social potential as a nation only if every individual has the opportunity to contribute to the full extent of his capability and to participate in the workings of our society. It is therefore the policy of the United States to eliminate the paradox of poverty in the midst of plenty in this nation, by opening to everyone the opportunity to live in decency and dignity. It is the purpose of this Act to strengthen, supplement, and coordinate the efforts in furtherance of that policy.

The objective of the war on poverty should be to provide equal economic opportunity for the 35 million Americans who do not now have that opportunity. It is the purpose of these amendments to advance that cause. Sargent Shriver, the able Director of the war on poverty, said not long ago that if Congress and the people of the United States would cooperate in a wholehearted effort to end poverty, the job could be done in 10 years. I share that belief. This bill is an effort to move toward that end.

The accomplishments of the program, in 2 short years, are heartwarming and significant.

Preliminarily, let it be noted that the United States of America is the first nation in history to dedicate its resources to the goal of eliminating poverty. Indeed, a generation ago, such a thought would have been derided even by the most compassionate. I believe it was the extraordinary surge of prosperity in this country after World War II which aroused the imagination and the vision of many of our leading citizens as to the possibilities of, for the first time in recorded history, eliminating conditions which had come to be accepted as chronic, persistent, and ineradicable in every civilization.

However, we have before us a vision which can become a reality, if Congress

will do its part. This bill places before Congress the challenge—a challenge which I hope will be accepted—to eliminate misery, disease, inadequate housing, unequal job opportunities, illiteracy, and all the other curses which presently beset 35 million Americans.

During the short 2 years since the passage of the act, the war on poverty has affected the lives of more than 4 million.

Here are some of the significant steps which had been taken by the close of fiscal year 1966.

The 106 Job Corps training centers were in operation as compared to 47 at the end of fiscal year 1965.

The 1,477 separate Neighborhood Youth Corps projects had been approved, providing work and training opportunities for 528,000 young men and women, an increase over the prior year of more than 100 percent in the number of projects in operation and of 90 percent in the amount of work training provided.

More than 700 community action agencies were conducting diversified antipoverty programs directed toward the particular poverty disabilities in each local community. This compares with only 300 such programs in operation at the end of the prior fiscal year. A number of programs for migratory and seasonal agricultural workers have been funded, through 119 separate component grants as compared to 75 such components funded in fiscal year 1965.

Over 17,000 individual and 391 cooperative loans had been made in the rural loan program, an increase of 55 percent and 377 percent respectively.

One thousand six hundred and ninety-two small business loans were made, aggregating \$17,251,184, compared with only 159 loans aggregating \$1,765,350.

All 50 States, the District of Columbia, and 3 U.S. territories were conducting adult basic education programs having more than 200,000 participants, compared with only 38,000 participants in 14 States a year earlier.

Two hundred and seventy-four work experience projects had been established for about 114,000 persons having an estimated 346,000 dependents, compared with 164 projects for 89,000 participants having an estimated 273,000 dependents at the end of the earlier year.

There were 3,342 VISTA volunteers in training or in the field, compared with 1,053 volunteers at the end of fiscal 1965.

In addition to this expansion, new programs such as legal services, which provides for lawyers for the poor in more than 100 communities, and Upward Bound, which helps promising students from impoverished families to enter college, had been undertaken and were showing substantial success.

These are, indeed, significant accomplishments which have received considerably less public attention than they deserve. Yet the most significant side of the war on poverty is not what has been done, but what remains to be done. Thus less than 25 percent of the Nation's 35 million poor have been reached. Less than 30 percent of poor children from 3 to 5 years of age were affected last year by Project Headstart. Only 10 per-

cent of the 5.4 million elderly poor and less than 15 percent of those who live in impoverished rural areas have been helped.

Although there are about 600,000 school dropouts 16 to 21 years last year, the poverty programs, primarily the Job Corps and the Neighborhood Youth Corps, reached only one-quarter of this number.

The need to accelerate and expand the program is clear. The committee believes that the human and financial resources required to do so can be readily provided. What is needed is the will to get on with the task, the willingness to accept the cost of the accelerated and progressively higher levels of activity which are clearly required.

The total antipoverty effort is in this shape: The demand of our poor people for assistance far exceeds the supply of service which has thus far been available. We cannot, of course, meet all the needs at once; nevertheless, we must provide for substantial input, and that is what the bill is intended to do.

The bill, which is the pending business, makes a significant increase in the request for authorization sent to Congress by the administration. In the opinion of a large majority of the Committee on Labor and Public Welfare, the administration bill was merely a holding action. At best, it could be viewed as stopping progress short; at worst, as contemplating a slowing down or a deterioration of the war on poverty.

As a result of 4 packed days of hearings, and markup sessions in the subcommittee and the full committee which extended for several weeks, the committee has reported a clean bill incorporating administration recommendations wherever possible, but not hesitating to go beyond these recommendations and to include innovations which testimony indicated were desirable.

In four particular areas the committee expanded programs which were in operation but were not authorized at a level we believed to be desirable.

The first of those programs deals with employment, and employment particularly in urban areas having large concentrations of low income people. It has become a truism to say that the best way to get out of the poverty status is to get a job and hold it and to move up on the employment ladder until one is able to support himself and his family in some dignity and decency.

At the suggestion of the junior Senator from New York [Mr. KENNEDY], and his colleague [Mr. JAVITS] the committee added to the administration bill \$150 million to be used for activities specifically designed to improve employment opportunities and the environment in which the poverty stricken now live.

The unemployment problem, little appreciated in the past, but now becoming increasingly clear, is simply this: unemployment in poverty areas with a high concentration of low income families, exceeds by many times both national and local rates of unemployment. Indeed, in the ghettos of America inadequate job opportunities is one of the major causes of continuing poverty. This bill would

provide funds and programs to help remedy that condition.

We also included the program, initially proposed by Representative SCHEUER, of New York, to provide for training and employment of adults in subprofessional public service fields—areas where employment beckons to those qualified, and where the services rendered to the country could be vastly improved if subprofessional tasks were performed by individuals from the poverty-stricken areas who have been trained to perform them thus freeing professionals to perform those tasks which only they can perform.

In addition, the bill calls for a substantial increase in funds for the Neighborhood Youth Corps. The Neighborhood Youth Corps has been, and I think most would agree, a successful program.

The second area where the committee has increased the authorization and encouraged the expansion of programs, is in the field of health. Upon the initiative of the Senator from Massachusetts [Mr. KENNEDY] \$100 million additional authorization has been included to provide 50 neighborhood health centers which would provide comprehensive family oriented programs for the poor. That the poor have far greater health problems than others needs no documentation. Nor is documentation needed to show that poverty and ill health compound one another. The problem is one of resources and the availability of services. Health services for the poor should be readily available to them in an efficient manner somewhere near where they live. They can be so provided at a relatively modest cost. This bill calls for the creation of about 50 centers, of which 3 are now in operation, with 5 having been funded but not open.

This program, if enacted by Congress, will permit a major breakthrough. Even though it will not be possible to fund all the health centers which are needed, it will make a modest start toward meeting the total demand, estimated at about 400 such centers.

The third area where the committee has expanded the program suggested by the administration is Project Headstart. This has been one of the great successes of the poverty program. It is a program which gives preschool children, ages 3 to 5, from poverty-stricken families, a headstart so that when they enter kindergarten or the first grade they will not be so disadvantaged when compared with their classmates who have had a much better preparation.

This program is not just an educational program, it is directed at the whole child. It deals with the family of the poverty-stricken youngster in order to change the environment from which he comes. It also tries to assure that he or she has adequate health and dental care, and that he or she is taught the rudiments of personal hygiene. Thus the present Director of the Headstart program is not an educator, but a pediatrician, and to me this seems wise.

The Headstart program, for which the administration requested \$327 million, has been increased by the committee to \$527 million—\$200 million more than re-

quested. This additional authorization is based on the success of and need for Headstart. It recognizes the fact that there are more than 2.5 million poor children in the 3 to 5 year age group who, were it not for Headstart, would never be reached. It recognizes the fact that efforts to make up at a later age what Headstart provides can only be undertaken at very much higher costs.

The Office of Economic Opportunity estimates that full year program applications for Headstart will involve 400,000 children, or more. The proposed increase will not be enough to cover this. It will, however, be enough to permit programs for 328,000 children for a full year. In addition, 550,000 children will be able to join 8-week summer programs.

The fourth area where the committee has expanded the administration's requests is for legal services. This program, which has the enthusiastic support of the American Bar Association, the National Legal Aid and Defenders Association, and other legal groups, has already won enthusiastic support from the poor.

Legal services can attack many of the roots of poverty, at low cost, and in a manner which will reduce other costs of assistance.

The administration budgeted \$25 million authorization for this program.

The committee thought it was inadequate and doubled it.

These, then, are the four major areas where the committee increased the administration's requests.

I turn now to some analysis of the requested authorization. The total asked is \$2.496 billion as opposed to an administration request of \$1.75 billion.

The committee believes that the larger sum will little more than meet the minimum needs and reasonable expectations of the poor. The smaller request sent down by the administration was the ceiling imposed by the Bureau of the Budget for the purpose of bringing in a lower overall budget figure.

It was developed at the hearings that the OEO itself had asked for a substantially higher figure—indeed, a figure about the same as that which the committee now recommends. But, largely because of the extraordinary cost of the war in Vietnam, the administration cut back on this request.

There are a number of estimates current as to what the war in Vietnam is costing the American people each month. Regardless of which figure one takes—and I personally prefer the middle one of \$2.5 billion a month—the poverty bill amounts to about the cost of 1 month of the war in Vietnam, and the excess over the President's budget called for by the authorization in the bill would pay for about 10 days of the war in Vietnam.

Stated somewhat differently, the cost of the requested authorization for 1 year of the war on poverty is less than one-tenth of this year's cost of the Vietnamese war. We are spending twice that amount each year frantically racing to get to the moon before the Russians do.

There are those who say that while we are escalating the war in Vietnam, we can not escalate the war on poverty. Mr.

President, because there are 35 million Americans in a poverty stricken condition, I do not agree with that.

A commitment was made to those 35 million Americans in August of 1964, when Congress first passed the Economic Opportunity Act, that this Nation would mobilize its human and financial resources to eliminate the paradox of poverty in the midst of plenty by opening to everyone the opportunity to live in decency and in dignity.

Accordingly, I suggest that the bill raises the question of our national priorities. In raising such a question, it poses an even deeper challenge to the conscience of Members of the Senate. Our committee faced that challenge and that appeal of conscience. It concluded that it was its duty to bring about a bill which would meet the minimum needs of the poor and that then the Senate, in its wisdom, would pass on this question of priorities.

If it is felt that 10 days of the war in Vietnam is so important that we should cut the bill back to the figure suggested by the President, if it is felt that we cannot afford for 35 million Americans what we are spending in 1 month in Vietnam, if it is felt that it is more important to continue to have American boys killed in the elephant grass and jungle of southeast Asia than it is to do something effective for the people who live in our American ghettos, why, then, the Senate will cut back the bill, or even possibly defeat it, bringing this great effort which has awakened the conscience of the American people to a grinding halt. The amount set forth in this bill is what is needed and can be wisely spent; and I shall be prepared to defend that statement in detail as the debate proceeds.

Nor is it the job of our committee to tell the administration how much to ask for in appropriations. There were plenty of precedents this year for the Congress, and for the Senate, to force on the administration, not only authorizations, but appropriations, which it did not want and said it would not spend.

So far as this bill is concerned, I would hope that the Senate would be prepared to take the first step to try to meet the minimum needs of 35 million Americans, authorizing the amount called for by the bill, and then leave it up to the President, under the surveillance of the Appropriation Committees of both Houses, to determine how much of that minimum need the conscience of America requires to be spent.

This bill contains only a 1-year authorization. Those who are directing the war on poverty will be back next year to seek another authorization and more appropriations. I hope the President, if national conditions are different or if changes are indicated, will recommend what is clearly required.

This bill does, however, continue for that one year the 90-percent Federal contribution to three of the major programs which are involved in the war on poverty: the Neighborhood Youth Corps, various community action programs, and adult basic education. That rate of

Federal contribution is continued for another year because it has become abundantly clear that neither the local communities nor the States have the financial resources to enable them to make a greater contribution than 10 percent to those programs.

A breakdown and comparison of the allocations in the bill now under consid-

eration are set forth in a chart entitled "Poverty Program: Administration, House, and Senate Committee Budget Proposals," which I ask unanimous consent to have printed in the RECORD at this point in my remarks.

There being no objection, the tabulation was ordered to be printed in the RECORD, as follows:

Poverty program administration, House and Senate committee budget proposals

[In millions of dollars. Numbers in parenthesis are subtotals]

	Fiscal year 1966 program levels	Fiscal year 1967		
		President's budget	House bill	Senate reported bill
Title I:				
A. Job Corps.....	310	228	200.0	228
B. Neighborhood Youth Corps.....	272	300	496.0	496
D. Special impact programs.....				150
Subtotal, title I.....	(582)	(528)	(696.0)	(874)
Title II:				
A. Community action program:				
Versatile CAP funding.....	395	489	323.0	487
Headstart.....	201	327	352.0	527
Legal services.....	25	25	22.0	50
Nelsen and Scheuer amendments.....	10	73	88.0	150
Kennedy health centers.....			12.5	100
Narcotics rehabilitation.....			8.0	
Family loans.....			26.5	30
B. Adult basic education.....	35	30		
Subtotal, title II.....	(666)	(944)	(832.0)	(1,344)
Title III:				
A. Rural loans.....	35	28	24.5	28
B. Migrants.....	26	37	32.5	37
Subtotal, title III.....	(61)	(65)	(57.0)	(65)
Title IV: SBA loans counseling service.....	0	5	0	5
Title V: Work experience.....	150	160	119.0	160
Title VI: General administration.....	12	17	15.0	17
Title VIII: VISTA.....	6	26	31.0	31
Other (draft rejectees project).....	13	5		
Grand total.....	1,500	1,750	1,750.0	2,496

Mr. CLARK. Mr. President, with respect to the major areas in title II, the community action program, which the committee increased from \$944 million to \$1.344 billion, the various suballocations have not been spelled out in the bill itself, because it is the view of the Office of Economic Opportunity and of the committee that maximum flexibility should be available in the community action part of the program in order to permit the varying needs of quite different local communities to be met.

Obviously, the kind of a community action program which will be run in the poverty stricken areas in Appalachia will be different from the kind of programs which would be wise in Washington, Los Angeles, San Francisco, Philadelphia, or Pittsburgh.

Thus the report contains recommendations for the suballocations, which the committee believes OEO will be wise to follow as guidelines.

This raises the question of, How well has the program been operating? Candor compels one to admit that serious mistakes have been made in the administration of this program, mistakes which I would believe were inevitable in view of the fact that the program is so new.

It is the old question of whether it is better, if one has five things which he thinks ought to be done, to do only one of them and be sure he is right, or to do

at least four of them, taking the calculated risk that the end results will be worth the risks.

Congress decided, and I certainly agree with the decision, that it would take the latter course and avoid the supercaution of saving a few million dollars at the cost of depriving the poor of services which the philosophy of the act indicated were required.

The committee does not expect this program to be perfect, and it is not perfect. We want it to be workable and feasible. We are aware that many mistakes have been made, and that more will be made. But in our judgment, those mistakes should not result in the curtailing of the program, nor in slackening of the determination of the American people to press forward in the war on poverty to ultimate success.

The committee made one other policy determination. This bill came before our committee and subcommittee late in the calendar year, when the war on poverty was being operated on continuing resolutions permitting the administrators to spend each month at the same level as had been authorized and appropriated for in the previous fiscal year. We concluded, therefore, that this was not the time to engage in a massive oversight operation, to see if we could root out the many mistakes in administration which are unquestionably being made. It was

our conclusion that we should pass the best bill we could get and then undertake a detailed investigation of the program.

As chairman of the Subcommittee on Employment, Manpower, and Poverty, I pledge now that starting even before the end of this calendar year, the subcommittee—with an expanded staff, I hope—will engage in a comprehensive series of hearings across the country, to find out at the grassroots how well this program is going, what its deficiencies are, and what Congress should do to remedy them. I hope to receive authority from the Senate, through the able chairman of the Committee on Labor and Public Welfare [Mr. HILL], to contract for a study with a team of competent and experienced people who would come back and let us in Congress know, not later than the spring of next year, where this program needs revision, reorganization, and strengthening, starting at the office of the Director of the Office of Economic Opportunity, and running right on down to the ghettos of the large cities.

I would hope that the Senate would agree with such appraisal, and would encourage us—and fund us—to make that investigation once Congress adjourns.

Now, before I close, just a few words about specific programs.

The Job Corps, one of the most controversial of the programs, has been cut back, both by the President's request and by the committee, to an authorization of \$228 million, from the authorization of \$310 million provided for fiscal 1966. That has been done largely because the initial programs of the Job Corps contemplated the construction or the leasing of Job Corps centers, which were very expensive. That work has now been done. During the last year, the number of centers has increased from 46 to 110. The number of high-school dropouts who enlisted in the Job Corps has increased threefold during the last year.

The centers where the Job Corps operates are of three types. First are the conservation centers operated in areas where the primary work of the enrollees is conservation. Those centers range in size, in terms of the number of individuals enrolled, from 100 to 224 enrollees. Second are urban centers for men, generally speaking near larger cities; each center enrolling from 750 to 2,300 individuals. The third category are residential centers for women, where from 300 to 1,000 women are enrolled.

Senators will remember that the ages for Job Corps enrollees are from 16 to 22. The amount authorized would enable the administrators to enroll 45,000 young people. The committee is recommending, and the Director agrees, that enrollees shall no longer be sent across the country, many miles from their homes, but that the enrollee shall be sent to a camp within the region of his or her own residence.

A number of other amendments have been placed in the bill, requiring the Job Corps executives to follow through and see what happens to enrollees after they have been graduated from the camps; to improve the program of testing and screening prospective enrollees; to take

administrative measures to separate the troublemakers from those of greater social acceptability; to enable such troublemakers to be separated from the Job Corps with less administrative difficulty; and to give careful consideration as to whether a more extensive series of physical and mental examinations would be desirable, and whether it would be wise to fingerprint enrollees.

Another change would provide that the legal services furnished Job Corps enrollees accused of serious crime should not necessarily be those of a private lawyer retained to defend the enrollee, if there is available in the community an appropriate voluntary defender or free legal services organization which can do the job, give the enrollee adequate legal representation, and still save money for the taxpayers.

I should point out that the program of the Secretary of Defense, to include in the draft some 40,000 additional young men who ordinarily would not be accepted does not in any way impinge on or overlap with the Job Corps program. He has written me to this effect at my request in a letter dated August 26 of this year.

Mr. President, I ask unanimous consent to have the letter printed at this point in the RECORD.

There being no objection, the letter was ordered to be printed in the RECORD, as follows:

THE SECRETARY OF DEFENSE,
Washington, August 26, 1966.

Hon. JOSEPH S. CLARK,
U.S. Senate,
Washington, D.C.

DEAR SENATOR CLARK: You have asked what effect the Department of Defense program for accepting 40,000 currently disqualified men into military service this fiscal year will have upon the Job Corps. In my opinion, the new program of the Department of Defense will have no measurable effect upon the need for the Job Corps program or on the supply of potential applicants for that program.

Military qualification standards are necessarily geared to the need to produce fully trainable and proficient members of the Armed Services in a reasonable period of time. The minimum written test score required to qualify for military service during periods of war or a national emergency declared by the Congress is specified under the law as a percentile score of 10 on the Armed Forces Qualification Test. This score is roughly equivalent to a 5th grade level of educational achievement. The standards currently in effect require that those individuals receiving relatively low scores on this test, between the 10th and 31st percentiles, generally meet certain additional aptitude test standards. The effect of these standards, and of our medical and moral fitness standards for service, is to disqualify about 640,000 men in the age class currently reaching draft age, including about 250,000 who are unfit solely because of failure on our written tests.

In the current fiscal year our plan is to qualify about 40,000 of this 640,000 group of potential rejectees, by reducing certain of the supplementary aptitude test requirements. Those who will become qualified under the revised standards will still have to receive a score of 10 on the Armed Forces Qualification Test and will have to establish their qualifications in one or two aptitude areas on the supplementary aptitude tests. These individuals will be accepted because we now have the training capability to assure that they can qualify as fully proficient servicemen. Our longer range plan begin-

ning in Fiscal Year 1968 is to qualify up to 100,000 men per year among those who receive scores of 10 or higher on the AFQT or who have minor physical defects.

It is evident that our program can only serve to qualify a limited proportion of the population of youths currently being rejected for military service. Under the planned program for Fiscal Year 1967 over 200,000 of all 19-year-old men would still be disqualified for service due to failure on our written tests. Among all men in the age group 16-21 years, inclusive, nearly 1.2 million would fail to meet these standards. Included among this group are men whose educational deficiencies are so severe that we could not reasonably count on bringing them up to an acceptable level of performance even with our present training procedures. These are the young men who can be most benefited by the special educational and training programs offered in the Job Corps. They are the very youths who, without assistance, would perpetuate the vicious cycle of poverty in this country for an additional generation.

The Job Corps has already demonstrated that it can make a major contribution in the upgrading of these youths for military service as well as for productive work careers. Over one-fourth of Job Corps graduates have been enrolled in military service.

There are certain other obvious contrasts between the population of youth being assisted under the Job Corps program and those who will become qualified for military service under our planned revision in standards:

The Job Corps enrolls youths beginning at age 16; 78 percent of those in the program in June 1966 enrolled in the ages 16-18, inclusive. The minimum age of involuntary induction is currently age 19.

The average reading ability of recent Job Corps enrollees was reported at the 4th grade level. In contrast, the minimum passing score of 10 under the Armed Forces Qualification Test corresponds to a 5th grade educational achievement; all but a small percentage of those who will be qualified under our revised standards will score better than this minimum level.

The planned revision in qualification standards for military service will apply only to men; standards for enlistment of women are at a substantially higher level. The Job Corps enrolls women as well as men and at comparably lower levels.

In view of the above facts, it is clear that the Job Corps is absolutely essential to provide a stepping stone to a productive work career to the many tens of thousands of young men in our country who need this assistance. I think it would be a great error if the announcement of the new Department of Defense program were to result in any reduction in the Administration's request for support of the Job Corps.

Sincerely,

ROBERT S. McNAMARA.

Mr. CLARK. Mr. President, the concluding paragraph of that letter signed by Robert S. McNamara reads:

In view of the above facts, it is clear that the Job Corps is absolutely essential to provide a stepping stone to a productive work career to the many tens of thousands of young men in our country who need this assistance. I think it would be a great error if the announcement of the new Department of Defense program were to result in any reduction in the Administration's request for support of the Job Corps.

Senators will note that, with respect to the Job Corps, we ask to have authorized the exact dollar amount which the administration requested.

The Job Corps is a part of title I of the Economic Opportunity Act, as is the

Neighborhood Youth Corps, whose authorization has been increased by the committee from \$300 million to \$496 million, the amount approved by the House.

The Neighborhood Youth Corps is engaged in work training activities for young people between the ages of 16 and 21; 375,000 such youngsters have received special work training in the last fiscal year, and they operate in 3 programs.

One hundred and fifteen thousand of them are being trained while they are still going to school.

Sixty thousand of them are either school dropouts or individuals who have completed their high school training but are still from underprivileged and poverty-stricken neighborhoods and have been unable to find gainful employment.

An additional 200,000 youngsters were enrolled in summer programs last year.

The additional moneys, \$196 million, would enable the directors of the program to increase its size, so that 180,000 young people in school could participate. The out-of-school program would be increased to 85,000.

It is estimated that 91,000 more new jobs could be found under this expanded program than was contemplated by the administration request.

The bill also provides that the services of this program would be available to high school students, starting at the ninth grade. It also provides for giving on-the-job training similar to that which is a part of the Manpower Development and Training Act. This useful innovation should make available to Neighborhood Youth Corps trainees the facilities of private enterprise.

There are other provisions in the bill to encourage participation of private organizations in this program. The committee has high hopes for this new effort to enlist the free enterprise system in the work of the Neighborhood Youth Corps.

Also in title I, the committee provided for a series of special impact programs for which the sum of \$150 million has been authorized. This was at the suggestion of the two Senators from New York, Senators KENNEDY and JAVITS.

There are four major areas in which such a program could catch hold and be of significant assistance to those in poverty. These areas are: assistance in economic, social, and physical redevelopment of the ghetto areas. The money will train and employ the residents of the poverty area in new career-type jobs, it will improve the services to the poor.

Perhaps most important of all, American free enterprise will be given a chance to participate more fully in the war on poverty.

I am personally very much encouraged at the way in which American enterprise is moving into the war on poverty. I had the occasion yesterday to place in the CONGRESSIONAL RECORD a news release concerning a program just started in the poverty area in north central Philadelphia by one of our splendid drug firms, Smith Klein & French, which has its main office in that area. I hope that the leadership taken by this fine firm will be followed by many another large and small business enterprise in the ef-

fort to make these special impact programs in the ghetto areas a success.

I turn now to title II which is the urban and rural community action title of the bill. As I noted earlier, the amount of the authorization has been increased from \$944 million to \$1,344 million.

This program is flexible, and it should be flexible because of the wide variation in local requirements. Therefore, the committee has not undertaken to earmark for the various programs which are currently being engaged in under the umbrella of the community action agency.

The committee, however, has added to this title \$100 million for the health centers I mentioned earlier, \$25 million more for legal services, \$200 million more for Headstart, and \$75 million more for the training of subprofessionals, sometimes known as the Scheuer amendment. Also in title II is \$75 million, for what has been called the Nelson amendment, which funds work projects for adults in conservation, beautification, and natural resource development, one such project, a part of the beautification program, called Green Thumb, has been quite successful in assisting Mrs. Johnson's efforts to beautify our highways.

A number of other amendments are included in the title, of which perhaps the most important one was proposed by the distinguished Senator from Texas [Mr. YARBOROUGH]. It will increase the emphasis on poverty programs in rural areas. It appears that, while 43 percent of the 35 million Americans in poverty status live in rural areas only 15 percent of the funds have gone into such areas. The amendment will encourage the Office of Economic Opportunity and those who operate community action programs to put more money into rural areas.

There are a number of other amendments, which I shall not stop now to refer to in detail.

However, one other matter does deserve brief mention. The committee decided, by a divided vote, to transfer the adult basic education program to the Office of Education. The funding of that program will be coordinated between this bill and the primary and secondary education bill, which has now been reported by the committee and will be called up in the Senate after action on this legislation.

Title III deals with special rural programs. The amount of suggested authorization is \$65 million, the same amount as recommended by the administration. Twenty-eight million dollars of that sum will be for rural farm loans, and \$37 million to meet the needs of migrant workers, with special emphasis on housing.

The amount of loan limit permitted has been raised from \$2,500 to \$3,500, since experience has indicated that the lower sum is inadequate to be of help to many of those most in need.

Title IV is a small program of \$5 million, the same amount as recommended by the administration, which, provides services to enable the poor who are in a situation where they should get small business loans to get them. In the past,

the small business program, with its offices in the business districts of cities, and with the personnel oriented to take care of the needs of small businessmen who are not in the poverty group did not reach the poverty group. It has been determined by experience that poor people who wish to operate small businesses and who live in poverty-stricken or ghetto areas do not have any idea how to go about getting small business loans. The relatively small amount in the bill will provide for counseling services, which the committee and the OEO believe will be infinitely valuable.

Title V, which is the work experience and training title, authorizes \$160 million, the same amount as requested by the administration. I shall not dwell further on this program, although I should, of course, be glad to answer any questions which Senators may raise next week.

Title VI is the administrative title of the bill. Here again the committee has authorized \$17 million, which is what the administration requested. When one considers the total authorization, I suggest that this amount for administrative expenses is quite modest. In this title, the committee provided for an assistant director for the elderly poor. This resulted from a strong plea made to the committee by the distinguished Senator from Florida [Mr. SMATHERS], chairman of the Special Committee on Aging, supported by the distinguished Senator from Massachusetts [Mr. KENNEDY]. The committee felt that such an assistant director would be desirable and would assure that the elderly poor receive adequate consideration.

Similarly, there are amendments dealing with improved liaison among many different Federal agencies involved in the poverty program. There is also an amendment dealing with the vexing problem of political activity and the extent to which employees of the various private and local agencies which are administering parts of the program, should be subject to the Hatch Act.

I wish to pay my tribute to the distinguished Senator from California [Mr. MURPHY], a member of both the subcommittee and the full committee, who had strong feelings in this regard. We debated just what sort of provision would be wisest and came to what I believe is a sensible compromise. I would hope that the Senate would concur in the recommendations of the committee.

The provision in the earlier act for a National Advisory Council has been revised and, I believe, strengthened. The vexing problem of salary limitations has been solved, again as a result of compromise, in a manner which I hope the Senate will agree is desirable. It is restrictive but should not result in the Director of OEO being unable to recruit and hold the type of personnel needed to make the program effective.

Finally there is title VIII—VISTA, sometimes called the Domestic Peace Corps. The administration asked for \$26 million to continue this highly successful program. The House committee allotted \$31 million. The administrators of OEO

indicated they could wisely spend this amount.

Mr. President, in connection with the VISTA program, I ask unanimous consent that a statement, which the committee intended to have included in the report at the request of the Senator from Oregon [Mr. MORSE] and the Senator from New Jersey [Mr. WILLIAMS], but which was inadvertently omitted, be printed in the RECORD at this point in my remarks.

There being no objection, the statement was ordered to be printed in the RECORD, as follows:

PROPOSED COMMITTEE LANGUAGE RESPECTING
VISTA TITLE OF BILL

The Committee believes that greater attention should be given to the coordination of VISTA programs with existing programs at the State and local level, as well as to the recruitment and training of VISTA volunteers. The Committee feels that an active program of recruitment of people who have especially in rural areas knowledge of the conditions we are trying to improve, having lived their lives with these problems, would make the programs that we have enacted and are continuing more effective in meeting the needs. For example, it might be worthwhile to examine the feasibility of assigning VISTA volunteers to their home state or area.

Mr. CLARK. Mr. President, the statement is important to the legislative history on the bill. I have therefore incorporated it in the RECORD at this point. It should receive the same weight as legislative history as it would if it had been included in the report.

Mr. President, I repeat, in conclusion, that the poverty program and its administration are far from perfect. Disturbing incidents have occurred in a few Job Corps camps which no one can excuse. Administrative mistakes have been made, but considering the fact that the war on poverty was launched only 2 years ago, its performance is impressive. Its direction has been characterized by vigor, imagination, and innovation. The continuation and expansion of the war on poverty should have the support of every responsible American, and so, in my opinion, should Sargent Shriver, the able and dedicated Administrator of the program.

We began the war on poverty to give hope to the hopeless poor—in San Francisco, in Watts, in Harlem, in Philadelphia—in every city, town, and hamlet across this country. Those hopes have grown. There are those today who have the dream of an honest, steady job; a decent place to live; a chance to educate their children—dreams they never had before. If we let these hopes and dreams come crashing down out of a false sense of priorities, all of us will be the losers.

AUTHORITY TO RECEIVE MESSAGE
FROM HOUSE OF REPRESENTATIVES

Mr. CLARK. Mr. President, I ask unanimous consent that during the adjournment of the Senate, following today's session, the Secretary of the Senate be authorized to receive the message from the House of Representatives on H.R. 17607, and that the bill be referred to the Committee on Finance.

Calendar No. 1637

97TH CONGRESS
2D SESSION

H. R. 15111

IN THE SENATE OF THE UNITED STATES

SEPTEMBER 30, 1966

Received; read twice and ordered to be placed on the calendar

AN ACT

To provide for continued progress in the Nation's war on poverty.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That this Act may be cited as the "Economic Opportunity
4 Amendments of 1966".

5 AUTHORIZATION OF APPROPRIATIONS

6 SEC. 2. For purposes of carrying out the Economic Op-
7 portunity Act of 1964 (other than part C of title I thereof)
8 there is hereby authorized to be appropriated for the fiscal
9 year ending June 30, 1967, the sum of—

10 (1) \$696,000,000 for carrying out title I,

1 (2) \$832,000,000 for carrying out title II,

2 (3) \$57,000,000 for carrying out title III,

3 (4) \$119,000,000 for carrying out title V,

4 (5) \$15,000,000 for carrying out title VI,

5 (6) \$31,000,000 for carrying out title VIII.

6 TITLE I—AMENDMENTS TO TITLE I OF THE ACT

7 JOB CORPS—STUDIES TO BE PROPERTY OF UNITED STATES

8 SEC. 101. Section 103 (a) of the Economic Opportunity
9 Act of 1964 (hereinafter referred to as “the Act”) is
10 amended by inserting before the semicolon at the end thereof
11 the following: “: *Provided*, That such agreements shall pro-
12 vide that all studies, evaluations, proposals, and data pro-
13 duced or developed with Federal funds in the course of the
14 operation of any conservation camp or training center shall
15 become the property of the United States”.

16 JOB CORPS—HIGH SCHOOL EQUIVALENCY CERTIFICATES

17 SEC. 102. Section 103 (b) of the Act is amended by in-
18 serting before the semicolon at the end thereof the following:
19 “: *Provided*, That such arrangements for education and train-
20 ing of enrollees in the Corps shall, to the extent feasible,
21 provide opportunities for qualified enrollees to obtain educa-
22 tion or training necessary to qualify them for the equivalent
23 of a certificate of graduation from high school: *Provided*
24 *further*, That in arranging for the education and training of
25 enrollees in the Corps, to the maximum extent feasible,

1 enrollees shall be assigned to training centers or conserva-
2 tion camps near their homes”: *Provided further*, That the
3 Director shall by regulation establish suitable qualifications
4 for such agencies or organizations with which he enters into
5 agreements to assure that they possess the capacity and edu-
6 cational resources to adequately carry out such agreements
7 and to accomplish the objectives of this section.

8 **JOB CORPS—NUMBER OF WOMEN IN THE CORPS**

9 **SEC. 103.** Section 104 of the Act is amended by adding
10 at the end thereof the following new subsection:

11 “(e) The Director shall take such action as may be
12 necessary to insure that, on or before July 1, 1967, the num-
13 ber of women in residence, and receiving training, at Job
14 Corps conservation camps and training centers is at least
15 10,000.”

16 **JOB CORPS—MAXIMUM CAPACITY OF JOB CORPS CAMPS**
17 **AND CENTERS**

18 **SEC. 104.** Section 104 of the Act is amended by adding
19 at the end thereof (after the subsection added by section
20 103) the following:

21 “(f) The Director shall not use any funds made avail-
22 able to carry out this part for the fiscal year ending June 30,
23 1967 in such a manner as to increase the capacity of con-
24 servation camps and training centers of the Job Corps above
25 the capacity of 45,000 enrollees in such camps and centers.

1 The Director shall take such action as may be necessary
2 to insure that for any fiscal year the cost of operating Job
3 Corps Centers (excluding capital costs) shall not exceed
4 \$7,500 per enrollee in such centers.

5 “(g) The Director shall establish appropriate procedures
6 to insure that the transfer of Job Corps enrollees from State
7 or local jurisdiction shall in no way violate parole or pro-
8 bationary procedures of the State. In the event procedures
9 have been established under which the enrollment of a youth
10 subject to parole or probationary jurisdiction is acceptable to
11 appropriate State authorities, the Director shall make pro-
12 visions for regular supervision of the enrollee and for reports
13 to such State authorities to conform with the appropriate
14 parole and probationary requirements in such State.”

15 JOB CORPS—STANDARDS OF CONDUCT

16 SEC. 105. Part A of title I of the Act is amended by
17 adding at the end thereof the following:

18 “STANDARDS OF CONDUCT

19 “SEC. 112. (a) Within Job Corps centers, standards of
20 conduct and deportment shall be provided and stringently
21 enforced. In the case of violations committed by enrollees,
22 dismissals from the Corps or transfers to other locations should
23 be made in every instance where it is determined that re-
24 tention in the Corps, or in the particular Job Corps camp or
25 center, will jeopardize the enforcement of such standards of

1 conduct and deportment or diminish the opportunity of other
2 enrollees.

3 “(b) In order to promote the proper moral and dis-
4 ciplinary conditions in Job Corps camps and centers, the
5 individual directors of Job Corps camps and centers shall
6 be given full authority to take appropriate disciplinary
7 measures against enrollees including, but not limited to, dis-
8 missal from the Job Corps, subject to expeditious appeal
9 procedures to higher authority as provided under regulation
10 set by the Director of the Office of Economic Opportunity.”

11 **JOB CORPS—COMMUNITY ACTIVITY**

12 **SEC. 106.** Section 104 of the Act is amended by add-
13 ing at the end thereof (after the subsection added by sec-
14 tion 104) the following:

15 “(g) Job Corps officials shall, whenever possible, stimu-
16 late formation of indigenous community activity in areas
17 surrounding Job Corps camps and centers to provide a
18 friendly and adequate reception of enrollees into community
19 life.”

20 **JOB CORPS—APPLICATION OF FEDERAL EMPLOYEES’**

21 **COMPENSATION ACT**

22 **SEC. 107.** Section 106 (c) (2) (B) of the Act is amend-
23 ed by striking out “\$150, except that with respect to compen-
24 sation of disability accruing after the individual concerned

1 reaches the age of twenty-one, such monthly pay shall be
2 deemed to be''.

**JOB CORPS—EXPERIMENTAL AND DEMONSTRATION
PROJECTS**

5 SEC. 108. Part A of title I of the Act is amended by
6 adding at the end thereof the following new section:

7 “EXPERIMENTAL AND DEMONSTRATION PROJECTS

8 “SEC. 111. The Director shall arrange for, through
9 grants or contracts, the carrying out of not to exceed four
10 experimental and demonstration projects providing voca-
11 tional education and training and youth employment on a
12 combined residential and non-residential basis in communi-
13 ties selected by him. Such projects may involve the use of
14 resources or authority under both this part and part B of
15 this title, and the Director is authorized to waive any pro-
16 vision of such parts which he finds would prevent the carry-
17 ing out of elements of such projects essential to a determina-
18 tion and demonstration of their feasibility and usefulness.
19 The Director shall report to the Congress a full description
20 of actions taken and progress made under this section no
21 later than March 1, 1969.”

1 WORK TRAINING PROGRAMS—REVISION OF THE PROGRAM

2 SEC. 109. (a) Sections 111, 112, and 113 of Part B of
3 title I of the Act are amended to read as follows:

4 “NEIGHBORHOOD YOUTH CORPS

5 “SEC. 112. (a) The Director shall formulate and carry
6 out—

7 “(1) programs to provide part-time employment,
8 on-the-job training, and useful work experience for
9 students from low-income families who are in the ninth
10 through twelfth grades of school (or are of an age
11 equivalent to that of students in such grades) who are
12 in need of the earnings to permit them to resume or
13 maintain attendance in school, and

14 “(2) programs to provide unemployed individuals
15 useful work experience and on-the-job training, com-
16 bined where needed with educational and training assist-
17 ance, including basic literacy and occupational training
18 designed to assist the individuals to develop their maxi-
19 mum occupational potential. Participation shall be
20 limited to individuals aged sixteen through twenty-one
21 years.

1 “(b) In determining for purposes of paragraph (1) of
2 subsection (a) whether a student is from a low-income
3 family, the Director shall consider a student to be from such
4 a family if the family receives cash welfare payments.

5 “FINANCIAL ASSISTANCE

6 “SEC. 113. (a) The Director is authorized to enter into
7 agreements providing for the payment by him of part or all
8 of the cost of a program submitted under section 112 if he
9 determines, in accordance with such regulations as he may
10 prescribe, that—

11 “(1) enrollees (except those engaged in on-the-job
12 training) will be employed either (A) on publicly
13 owned and operated facilities or projects, or (B) on
14 local projects sponsored by private nonprofit organiza-
15 tions;

16 “(2) no enrollees will be employed on projects in-
17 volving political parties, or the construction, operation,
18 or maintenance of so much of any facility as is used or to
19 be used for sectarian instruction or as a place for reli-
20 gious worship;

21 “(3) the program will not result in the displacement
22 of employed workers or impair existing contracts for
23 services; and

1 “(4) the rates of pay for time spent in work, train-
2 ing or education and other conditions of employment
3 will be appropriate and reasonable in the light of such
4 factors as the type of work performed, geographical re-
5 gion, and proficiency of the employee.

6 “(b) In approving on-the-job training projects, the Di-
7 rector is authorized to enter into agreements with other than
8 public or private nonprofit organizations to pay reasonable
9 training costs but not wages paid to enrollees for services
10 performed.

11 “(c) In approving projects under this part, the Director
12 shall give priority to projects with high training potential
13 and high potential for contributing to the upward mobility
14 of the trainee.”

15 (b) Section 114 (a) of the Act is amended by striking
16 out “who have attained age sixteen but have not attained
17 age twenty-two,”.

18 (c) Section 115 of such Act is amended by striking out
19 “paid for the period ending three years after the date of
20 enactment of this Act” and by striking out “and such assist-
21 ance paid for periods thereafter shall not exceed 50 per
22 centum of such costs,”.

1 TITLE I PROGRAMS—DURATION; LIMITATION ON USE OF
2 FUNDS

3 SEC. 110. Part D of title I of the Act is amended to
4 read as follows:

5 “PART D—DURATION OF PROGRAM

6 “SEC. 131. (a) The Director shall carry out the pro-
7 grams for which he is responsible under this title during the
8 fiscal year ending June 30, 1967, and the three succeeding
9 fiscal years. For each such fiscal year only such sums may
10 be appropriated as the Congress may authorize by law.

11 “(b) Of the funds appropriated to carry out this title for
12 any fiscal year, not less than \$496,000,000 shall be available
13 only for carrying out part B thereof.”

14 TITLE II—AMENDMENTS TO TITLE II OF THE
15 ACT

16 COMMUNITY ACTION—DEFINITION OF “COMMUNITY”

17 SEC. 201. Section 202 (a) (1) of the Act is amended by
18 inserting “in an attack on poverty” after “utilizes”, and by
19 striking out “in an attack on poverty” and inserting in lieu
20 thereof “or any neighborhood or other area (irrespective of
21 boundaries or political subdivisions) which is sufficiently
22 homogeneous in character to be an appropriate area for an
23 attack on poverty under this part”.

1 COMMUNITY ACTION—RESIDENCE OF AREA

2 REPRESENTATIVES

3 SEC. 202. Section 202 of the Act is amended by adding
4 at the end thereof the following new subsection:

5 “(c) (1) The Director shall not approve a community
6 action program which is conducted, administered, or coordi-
7 nated by a board which contains representatives from various
8 geographical areas in the community unless such representa-
9 tives are required to live in the area they represent.

10 “(2) The Director shall not approve a community action
11 program which is conducted, administered, or coordinated
12 by a board on which representatives of the poor do not com-
13 prise at least one-third of the membership.

14 “(3) The representatives of the poor shall be selected by
15 the residents in areas of concentration of poverty, with special
16 emphasis on participation by the residents of the area who
17 are poor.

18 “(4) In communities where substantial numbers of the
19 poor reside outside of areas of concentration of poverty, pro-
20 vision shall be made for selection of representatives of such
21 poor through a process, such as neighborhood meetings, in
22 which the poor participate to the greatest possible degree.”

1 COMMUNITY ACTION—USE OF LATEST DATA IN MAKING
2 ALLOTMENTS

3 SEC. 203. Section 203 (b) of the Act is amended (1)
4 by inserting after “State” the second time it appears in para-
5 graph (1) the following “(as determined on the basis of the
6 latest calendar or fiscal year data, whichever is later)”,
7 (2) by inserting after “States” the second time it appears
8 in such paragraph the following “(as so determined)”, (3)
9 by inserting after “State” the second time it appears in
10 paragraph (2) the following “(as determined on the basis
11 of the latest calendar or fiscal year data, whichever is later)”,
12 and (4) by inserting after “States” the second time it ap-
13 pears in paragraph (2) the following “(as so determined)”.

14 COMMUNITY ACTION—SALARY LIMITS

15 SEC. 204. Section 205 (a) of the Act is amended by
16 adding at the end thereof the following new sentence: “The
17 Director shall require that where an agency pays an em-
18 ployee engaged in carrying out a community action pro-
19 gram at a rate in excess of \$12,500 per annum, payment of
20 such excess shall not be made from Federal funds; and any
21 amount paid such an employee in excess of \$12,500 per
22 annum shall not be considered in determining whether sec-
23 tion 208 (a) has been complied with.”

1 COMMUNITY ACTION—WORK TRAINING FOR UNEMPLOYED

2 SEC. 205. (a) Section 205 of the Act is amended by
3 striking out subsection (d).

4 (b) Part A of title II of the Act is amended by adding
5 at the end thereof the following:

6 “USEFUL WORK TRAINING FOR UNEMPLOYED ADULTS

7 “SEC. 211-1. The Director shall formulate and carry out
8 programs to provide unemployed adults useful work training
9 opportunities which will enable individuals employed under
10 the program to enjoy opportunity for promotion and ad-
11 vancement, enhance their prospects of normal employment
12 without Federal assistance, and permit or contribute to an
13 undertaking or service in the public interest, including, but
14 not limited to, health, education, welfare, public safety, con-
15 servation, development or management of natural resources,
16 recreational areas, Federal, State and local parks and play-
17 grounds, and betterment and beautification of the community
18 or area served by the program. Such work experience shall
19 be combined, where needed, with educational and training
20 assistance, including basic literacy and occupational training.
21 Such program shall be conducted in a manner consistent
22 with policies applicable under this Act for the protection of
23 employed workers and the maintenance of basic rates of pay

1 and other suitable conditions of employment. Assistance
 2 under this section shall not exceed 90 per centum of the cost
 3 of carrying out programs under this section unless the Direc-
 4 tor determines, pursuant to regulations adopted and promul-
 5 gated by him establishing objective criteria for such deter-
 6 minations, that assistance in excess of such percentage is re-
 7 quired in furtherance of the purposes of this section. Non-
 8 Federal contributions may be in cash or in kind, fairly
 9 evaluated, including but not limited to plant, equipment, and
 10 services. Of the sums appropriated to carry out this title in a
 11 fiscal year, not less than \$88,000,000 shall be used only
 12 to carry out this section.”

13 COMMUNITY ACTION—USE OF PUBLIC FACILITIES

14 SEC. 206. Section 205 (e) of the Act is amended by in-
 15 serting before the period at the end thereof the following:
 16 “and to programs which make the maximum utilization of
 17 existing schools, community centers, settlement houses, and
 18 other facilities during times they are not in use for their
 19 primary purpose”.

20 COMMUNITY ACTION—FUNDING INDEPENDENT PRO- 21 GRAMS; MEMBERSHIP IN SPONSORING ORGANIZA- 22 TIONS

23 SEC. 207. Section 205 of the Act is amended by adding
 24 at the end thereof the following new subsections:

25 “(f) The Director shall carry out this part in such a

1 manner as to insure that, of funds available for carrying out
2 sections 204 and 205, at least 20 per centum will be used
3 for carrying out independently funded community action
4 programs which are carried on in communities in which
5 there is being carried on concurrently a community action
6 program for which an overall community action agency
7 assumes responsibility for planning, developing, and coordi-
8 nating communitywide antipoverty programs and provides
9 for the involvement and participation of public and private
10 nonprofit agencies. For purposes of this subsection, a pro-
11 gram will be deemed to be independently funded if the
12 grantee is one that develops, and is funded to operate only,
13 programs which are of limited scope and which does not have
14 broad comprehensive community representation on its
15 policymaking board, whether or not the grantee sponsors
16 one or several component programs.

17 “(g) No officer or employee of the Office of Economic
18 Opportunity shall be an executive officer or a member of
19 the board of directors of any organization (other than a
20 religious organization) with which the Director has entered
21 into a contract under this section to carry out a community
22 action program or a component program thereof.

23 “(h) No funds shall be released to any public or private
24 nonprofit agency, or combination thereof, under this section
25 unless—

1 “(1) in the case of a public agency, the grantee
2 organization shall have submitted to the Director a letter
3 or statement from the appropriate public financial officer
4 of the community or of the public agency which will
5 maintain the accounts of such agency, stating that such
6 officer accepts responsibility for providing financial serv-
7 ices adequate to insure the establishment and mainte-
8 nance of an accounting system by such agency and its
9 delegate agencies with the internal controls adequate to
10 safeguard the assets of such agencies, check the accuracy
11 and reliability of accounting data, promote operational
12 efficiency and encourage adherence to prescribed man-
13 agement policies; and

14 “(2) in the case of a private nonprofit agency, the
15 grantee organization shall have submitted to the Director
16 an opinion from a Certified Public Accountant or a duly
17 licensed public accountant stating that the grantee has
18 established such an accounting system.

19 “(i) (1) The Office of Economic Opportunity shall make
20 or cause to be made a preliminary audit survey within 3
21 months after a grant or contract has been made with any
22 public or private nonprofit agency, or combination thereof,
23 under this section to review and evaluate the adequacy of

1 the grantee organization's and its delegate agencies' account-
2 ing systems and internal controls.

3 “(2) Within 30 days of the completion of such survey,
4 the Director shall determine on the basis of the findings
5 and conclusions resulting from such survey whether the ac-
6 counting systems of the grantee organization and its dele-
7 gate agencies meet the standards set forth in subsections
8 (h) (1) and (h) (2). If he shall determine that the
9 standards have not been met, he shall immediately notify
10 the grantee organization of his determination and he shall
11 consider whether suspension of further payment of Federal
12 funds under the subject grant is warranted.

13 “(3) In the event of suspension of any grant funds
14 pursuant to subsection (i) (2), the affected agency shall
15 have six months from the date of notice of suspension in
16 which to establish, with the advice of Office of Economic
17 Opportunity auditors, the procedures prescribed in subsec-
18 tion (h). A new audit shall be performed within this
19 period and if, by the end of this period, the Director is still
20 unable to determine that the accounting system meets the
21 required standards he shall terminate the contract or grant.

22 “(j) The Director shall establish such rules and regula-

1 tions as may be required to insure that public or private non-
2 profit agencies, or combinations thereof, maintain the
3 standards of accounting set forth in sections 205 (h) (1)
4 and (2) and (i) (2) during the period of any grant or
5 contract under this section.”

6 COMMUNITY ACTION—RESEARCH AND DEMONSTRATIONS;
7 NARCOTICS ADDICTION; EMERGENCY FAMILY LOANS

8 SEC. 208. Section 207 of the Act is amended by insert-
9 ing “(a)” after “SEC. 207.”, by striking out “15 per
10 centum” and inserting “5 per centum”, and by adding at
11 the end thereof the following: “No grant or contract for a
12 research or demonstration project shall be made under this
13 section after January 1, 1967, except pursuant to an overall
14 plan setting forth specific objectives to be achieved under
15 this section and setting forth priorities among such objec-
16 tives. Such plan, to the extent it contemplates activities or
17 programs that may be undertaken by other Federal agencies
18 or the making of grants or contracts that might be made by
19 other Federal agencies having demonstration and research
20 responsibilities, shall be approved by the Director only after
21 consultation with such agencies. The Director shall include
22 as part of the annual report required by section 608, or as a
23 separate and simultaneous report, a description of the prin-
24 cipal research and demonstration activities undertaken dur-
25 ing each fiscal year under this part, a statement indicating

1 the relation of such activities to the plan and the policies of
2 this Act, and a statement with respect to each such category,
3 describing the results or findings of such research and
4 demonstration activities, or indicating the time or period,
5 and to the extent possible the manner, in which the benefits
6 or expected benefits of such activities will or are expected
7 to be realized. The Director shall require that all applica-
8 tions or proposals for research, training, or demonstrations
9 shall be filed simultaneously in the appropriate regional
10 office of the Office of Economic Opportunity, and shall re-
11 quire such offices to review and make recommendations
12 with respect thereto within fifteen days from the date of
13 filing.

14 “(b) The Director shall formulate and carry out under
15 this section programs for the prevention of narcotic addiction
16 and the rehabilitation of narcotic addicts. Such programs
17 shall include provisions for the detoxification, guidance,
18 training, and job placement of narcotic addicts. Of the
19 funds available for carrying out this section in any fiscal year,
20 not less than \$12,500,000 shall be used to carry out this
21 subsection.

22 “(c) The Director shall formulate and carry out under
23 this section a program for making small loans to persons in
24 low-income families to meet immediate and urgent family
25 needs. The total outstanding balance of loans made to an

1 individual under this subsection may not at any time exceed
2 \$300. Loans under this subsection shall bear interest at the
3 rate of 2 per centum per annum and shall be made on such
4 other terms and conditions as the Director may prescribe.
5 Of the sums available to carry out this section in any fiscal
6 year, not less than \$8,000,000 may be used only to carry
7 out this subsection.”

8 COMMUNITY ACTION—LIMITATIONS ON ASSISTANCE

9 SEC. 209. Section 208 (a) of the Act is amended by
10 striking out “three years after the date of enactment of this
11 Act” and inserting in lieu thereof “June 30, 1967”, and by
12 striking out “50 per centum” and inserting in lieu thereof
13 “80 per centum”.

14 COMMUNITY ACTION—DELETION OF PREFERENCE PROVI-
15 SIONS; RESERVATION OF FUNDS FOR HEADSTART AND
16 LEGAL SERVICES PROGRAMS

17 SEC. 210. Title II of the Act is amended by striking out
18 section 211, and inserting in lieu thereof the following new
19 section 211:

20 “HEADSTART AND LEGAL SERVICES PROGRAMS

21 “SEC. 211. The Director shall take such action as may
22 be necessary to insure that, of the sums reserved under sec-
23 tion 203 (a) for carrying out sections 204 and 205 for each
24 fiscal year—

25 “(1) not less than \$352,000,000 shall be used only

1 for carrying out programs eligible for assistance under
2 such sections which assist young children who have not
3 reached the age of compulsory school attendance and
4 which include (A) the furnishing of such comprehensive
5 health, nutritional, social, educational and mental health
6 services as the Director finds will aid such children to at-
7 tain their greatest potential, (B) the provision of appro-
8 priate activities to encourage the participation of parents
9 of such children and the effective use of their services, and
10 (C) such other training, technical assistance, evaluation
11 and follow-through activities as may be necessary or
12 appropriate; and

13 “(2) not less than \$22,000,000 shall be used only
14 for carrying out programs eligible for assistance under
15 such sections, which provide legal advice and legal rep-
16 resentation to persons when they are unable to afford
17 the services of a private attorney, together with legal
18 research and information as appropriate to mobilize the
19 assistance of lawyers or legal institutions, or combina-
20 tions thereof, to further the cause of justice among per-
21 sons living in poverty: *Provided*, That the Director shall
22 establish procedures to assure that the principal local Bar
23 Associations in the area to be served by any proposed
24 program of legal advice and representation are afforded

1 an adequate opportunity to review the proposed program
2 and to submit comments and recommendations thereon
3 before such program is approved or funded.”

4 ADULT BASIC EDUCATION—LACK OF BASIC SKILLS

5 SEC. 211. Section 212 of the Act is amended by insert-
6 ing after “language,” the following: “or lack of similar basic
7 skills,”.

8 ADULT BASIC EDUCATION—STATE PLAN REQUIREMENTS

9 SEC. 212. Section 214 (a) of the Act is amended to read
10 as follows:

11 “SEC. 214. (a) The Director shall approve a State plan
12 which sets forth a program for use, in accordance with sec-
13 tion 213 (b), of grants under this part, and which (consist-
14 ent with such basic criteria as the Director may prescribe) —

15 “(1) contains a system of specific priorities ade-
16 quate to assure the most effective use of funds, having
17 regard to the number of persons described in section 212
18 in different areas of the State, the extent of their educa-
19 tional deficiencies, and the degree to which local pro-
20 grams or projects under this part will assist such persons
21 to become more responsible and effective citizens;

22 “(2) contains specific provisions for cooperative
23 arrangements with appropriate public or nonprofit agen-
24 cies within the State concerned with problems of pov-
25 erty, employment, and health related to the purposes of

1 this section, and sets forth specific procedures for im-
2 plementing such arrangements in connection with local
3 projects and programs, as necessary or appropriate to
4 assure that related services or assistance needed by par-
5 ticipants will be provided and that such projects and
6 programs will be carried on in a coordinated manner
7 consistent with the provisions and purposes of this Act;

8 “(3) provides such criteria as may be necessary
9 to assure that all projects and programs are carried on
10 in a way responsive to the needs and abilities of adults
11 who are educationally and economically disadvantaged
12 and that use is made of services, facilities, staff, systems,
13 and methods that will best contribute to this objective;

14 “(4) provides that projects and programs initiated
15 or supported under the plan will be subject to adequate
16 procedures for evaluation of their effectiveness and for
17 the dissemination of the results of such evaluations
18 whenever appropriate to interested agencies and persons
19 throughout the State; and

20 “(5) provides for administration by the State edu-
21 cational agency in accordance with procedures and
22 policies to (A) assure proper disbursement of and ac-
23 counting for all funds granted under section 213, (B)
24 enable the State agency to make such prompt reports to
25 the Director containing such information as may be

1 required to permit him to determine the current status of
2 operations or actions taken under the State plan, or as
3 may otherwise be necessary to enable him to perform his
4 duties under this part or any applicable provision of this
5 Act, and (C) assure that such supporting books, records,
6 and other documentation will be maintained, and made
7 available to the Director, as he finds reasonably necessary
8 to verify reports or otherwise discharge his responsi-
9 bilities.”

10 ADULT BASIC EDUCATION—REALLOTMENTS

11 SEC. 213. (a) Subsections (b) and (c) of section 215
12 of the Act are amended to read as follows:

13 “(b) The portion of any State’s allotment under sub-
14 section (a) which the Director determines will not be re-
15 quired, for the period such allotment is available, for carrying
16 out the State plan (if any) approved under this part shall
17 be available, first, for use within such State for the purpose
18 of grants under section 218 (b), and then, for reallotment
19 in accordance with subsection (c).

20 “(c) Reallotment as authorized by subsection (b) may
21 be made from time to time in such States during any fiscal
22 year as the Director may fix. Reallotments of funds from
23 one State shall be made to other States in proportion to the
24 original allotments to such States under subsection (a) for
25 such year, but with such proportionate amount for any of

1 such other States being reduced to the extent it exceeds the
 2 sum of (1) the amount which the Director estimates such
 3 State needs and will be able to use for such period for
 4 carrying out its State plan approved under this part, and
 5 (2) any amount which the Director determines may be
 6 allowed for the purpose of grants under section 218 (b) in
 7 such State; and the total of such reductions shall be similarly
 8 reallocated among the States whose proportionate amounts
 9 are not reduced. Any amount reallocated to a State under
 10 this subsection during a year which is not made available
 11 for purposes of grants under section 218 (b) shall be deemed
 12 part of its allotment under subsection (a) for such year.”

13 (b) Effective for fiscal years beginning after June 30,
 14 1966, section 215 (a) of the Economic Opportunity Act of
 15 1964 is amended by inserting “the Trust Territory of the
 16 Pacific Islands,” immediately after “American Samoa,” each
 17 of the two times it occurs in that section.

18 ADULT BASIC EDUCATION—FEDERAL SHARE

19 SEC. 214. Section 216 (b) of the Act is amended to read
 20 as follows:

21 “(b) The Federal share for each State (other than the
 22 Trust Territory of the Pacific Islands) shall not exceed
 23 90 per centum. The Federal share for the Trust Territory
 24 of the Pacific Islands shall be 100 per centum.”

ADULT BASIC EDUCATION—SPECIAL PROJECTS AND
TEACHER TRAINING

SEC. 215. Section 218 of the Act is amended to read as follows:

"SPECIAL PROJECTS AND TEACHER TRAINING

“SEC. 218. (a) Not to exceed 25 per centum of the funds appropriated or allocated to carry out this part for any fiscal year may be reserved for use in making special project grants and in providing teacher training as authorized in this section.

“(b) The Director is authorized to make grants to local educational agencies or other public or private nonprofit agencies for the purpose of special projects which will be carried out in furtherance of the purpose of section 212 and which—

“(1) involve the use of innovative methods, systems, materials, or programs which the Director determines may have national significance or be of special value in promoting effective programs under this part, or

“(2) involve activities in adult basic education, which the Director determines are so coupled with other Federal, federally assisted, State, or local programs, as to have unusual promise in promoting a comprehensive or coordinated approach to the problems of low-income

1 persons with basic educational deficiencies as described
2 in section 212.

3 The Director shall establish procedures for making of grants
4 under this section which shall (1) require a local or non-
5 Federal contribution of at least 10 per centum of the project
6 costs wherever feasible and not inconsistent with the pur-
7 poses of this section, and (2) assure that in advance of any
8 grant an opportunity for review and comment will be af-
9 farded (A) to the State educational agency of the State
10 in which the project will be carried on and (B) to appro-
11 priate local educational agencies (either directly or through
12 the State educational agency) in the case of any grants not
13 proposed to be made to such agencies.

14 “(c) The Director is authorized to provide (directly
15 or by contract), or to make grants to colleges and univer-
16 sities, State or local educational agencies, or other appro-
17 priate public or private nonprofit agencies or organizations
18 to provide, training to persons engaged or are preparing to
19 engage as instructors for individuals described in section 212,
20 with such stipends and allowances, if any (including travel-
21 ing and subsistence expenses), for persons undergoing such
22 training and their dependents as the Director may by or pur-
23 suant to regulation determine. Such regulations shall pro-
24 vide that where such training is in the form of fellowships

1 such stipends shall not exceed the stipend provided for under
 2 section 404 (a) of the National Defense Education Act of
 3 1958, and that in the case of persons receiving other forms
 4 of training such stipend shall not exceed the stipend provided
 5 for under section 1102 of such Act.”

6 TITLE II PROGRAMS—DURATION; LIMITATION ON USE OF
 7 FUNDS

8 SEC. 216. Part D of title II of the Act is amended to
 9 read as follows:

10 “PART D—DURATION OF PROGRAM

11 “SEC. 221. (a) The Director shall carry out the pro-
 12 grams provided for in this title during the fiscal year ending
 13 June 30, 1967, and the three succeeding fiscal years. For
 14 each such fiscal year only such sums may be appropriated
 15 as the Congress may authorize by law.

16 “(b) Of the sums appropriated to carry out this title
 17 for a fiscal year, not less than \$26,500,000 shall be available
 18 only for carrying out part B of this title.”

19 TITLE III—AMENDMENTS TO TITLE III OF THE
 20 ACT

21 RURAL AREAS—LOAN AUTHORITY

22 SEC. 301. Section 302 (a) of the Act is amended by
 23 striking out “exceeding \$2,500 in the aggregate” and in-
 24 serting in lieu thereof “resulting in an aggregate indebted-

1 ness of more than \$3,500 at any one time”.

2 TITLE III PROGRAMS—DURATION

3 SEC. 302. Part C of title III of the Act is amended to
4 read as follows:

5 “PART C—DURATION OF PROGRAM

6 “SEC. 321. The Director shall carry out the programs
7 provided for in this title during the fiscal year ending June
8 30, 1967, and the three succeeding fiscal years. For each
9 such fiscal year only such sums may be appropriated as the
10 Congress may authorize by law: *Provided, however,* That of
11 the funds appropriated for the fiscal year ending June 30,
12 1967, not less than \$28.5 million shall be for the implementa-
13 tion of section 311, part B, title III of the Act.”

14 TITLE IV—AMENDMENTS RELATING TO TITLE
15 IV OF THE ACT

16 SEC. 401. Sections 402, 405, and 406 of the Act are
17 amended by striking out “Director” where it appears in
18 such sections and inserting in lieu thereof “Administrator
19 of the Small Business Administration”.

20 SEC. 402. Sections 403 and 404 of the Act are hereby
21 repealed.

22 SEC. 403. Section 407 of the Act is amended to read
23 as follows:

1 “DURATION OF PROGRAM

2 “SEC. 407. The Administrator of the Small Business
3 Administration shall carry out the programs provided for
4 in this title during the fiscal year ending June 30, 1967,
5 and the three succeeding fiscal years.”

6 SEC. 404. Section 402 of the Act is amended by in-
7 serting “(a)” after “SEC. 402.”, and by adding at the end
8 thereof the following new subsection:

9 “(b) To the extent necessary or appropriate to carry
10 out the programs provided for in this title the Administrator
11 of the Small Business Administration shall have the same
12 powers as are conferred upon the Director by section 602
13 of this Act.”

14 SEC. 405. Sections 405, 406, and 407 of the Act, as
15 amended by these Economic Opportunity Amendments of
16 1966, are respectively renumbered as sections 403, 404,
17 and 405 of the Act.

18 SEC. 406. Section 606 of the Act is amended by strik-
19 ing the words “and IV” where they appear in subsections
20 (a) and (d) thereof.

1 TITLE V—REVISION OF TITLE V OF THE ACT

2 SEC. 501. (a) Title V of the Act is amended to read as
3 follows:

4 “TITLE V—WORK EXPERIENCE AND TRAINING
5 PROGRAMS

6 “STATEMENT OF PURPOSE

7 “SEC. 501. It is the purpose of this title to expand the
8 opportunities for constructive work experience and other
9 needed training available to persons (including workers in
10 farm families with less than \$1,200 net family income, unem-
11 ployed heads of families and other needy persons) who are
12 unable to support themselves or their families.

13 “TRANSFER OF FUNDS

14 “SEC. 502. In order to permit the carrying out of work
15 experience and training programs meeting the criteria set
16 forth in part D of title II of the Manpower Development and
17 Training Act of 1962, the Director is authorized to transfer
18 funds to the Secretary of Health, Education, and Welfare
19 to enable him (1) to make payments under section 1115 of
20 the Social Security Act for experimental, pilot, or demonstra-
21 tion projects which provide pretraining services and basic
22 maintenance, health, family, basic education, day care, coun-

14 “LIMITATIONS ON WORK EXPERIENCE AND TRAINING
15 PROGRAMS

16 “SEC. 503. (a) The provisions of paragraphs (1) to
17 (6), inclusive, of section 409 of the Social Security Act,
18 unless otherwise inconsistent with the provisions of this title,
19 shall be applicable with respect to work experience and train-
20 ing programs assisted with funds under this title.

21 “(b) Participation of individuals in work experience
22 and training programs shall be limited to 24 months, except
23 that nothing in this subsection shall prevent the provision of
24 necessary and appropriate follow-up services for a reasonable

1 period after an individual has completed work experience and
2 training.

3 “(c) In the case of any work experience and training
4 program approved on or after July 1, 1967, not more than
5 80 percent of the costs of projects or activities referred to in
6 section 502 may be paid from funds appropriated or allocated
7 to carry out this title, unless the Director determines, pur-
8 suant to regulations adopted and promulgated by him estab-
9 lishing objective criteria for such determinations, that
10 assistance in excess of such percentage is required in further-
11 ance of the purpose of this title. Non-Federal contributions
12 may be in cash or in kind, fairly evaluated, including but not
13 limited to plant, equipment, and services.

14 “(d) Not more than $12\frac{1}{2}$ percent of the sums appro-
15 priated or allocated for any fiscal year to carry out the pur-
16 poses of this title shall be used within any one State.

17 “DURATION OF PROGRAMS

18 “SEC. 504. The Director shall carry out the programs
19 provided for in this title during the fiscal year ending
20 June 30, 1967, and the three succeeding fiscal years. For
21 each such fiscal year only such sums may be appropriated
22 as the Congress may authorize by law.”

23 (b) The amendments made by this section shall not
24 apply to any grant or agreement made pursuant to title V

1 of the Economic Opportunity Act of 1964 prior to the date
2 of enactment of the Economic Opportunity Amendments of
3 1966, except that no person shall be permitted to remain as
4 a participant in any program carried on pursuant to any
5 such grant or agreement for a period of more than two years
6 after such date.

7 TITLE VI—AMENDMENTS TO TITLE VI OF
8 THE ACT

9 ELIMINATION OF SPECIAL PRINTING AUTHORITY OF
10 DIRECTOR

11 SEC. 601. Section 602 (m) of the Act (42 U.S.C.
12 2942 (m)) is amended to read as follows:

13 “(m) expend funds made available for purposes of
14 this Act—

15 “(1) for printing and binding, in accordance
16 with applicable law and regulation; and

17 “(2) without regard to any other law or regu-
18 lation, for rent of buildings and space in buildings
19 and for repair, alteration, and improvement of
20 buildings and space in buildings rented by him; but
21 the Director shall not utilize the authority contained
22 in this subparagraph (2) —

23 “(A) except when necessary to obtain
24 an item, service, or facility, which is required
25 in the proper administration of this Act, and

which otherwise could not be obtained, or could not be obtained in the quantity or quality needed, or at the time, in the form, or under the conditions in which, it is needed, and

“(B) prior to having given written notification to the Administrator of General Services (if the exercise of such authority would affect an activity which otherwise would be under the jurisdiction of the General Services Administration) of his intention to exercise such authority, the item, service, or facility with respect to which such authority is proposed to be exercised, and the reasons and justifications for the exercise of such authority; and”.

ADMINISTRATION—ENCOURAGEMENT OF LITERACY

TRAINING

SEC. 602. Title VI of the Act is amended by striking out section 605 and inserting in lieu thereof the following:

“ENCOURAGEMENT OF LITERACY TRAINING

“SEC. 605. The Director shall stimulate and encourage States and local communities to encourage by all possible means each person over the age of eighteen, particularly those persons who are receiving welfare payments or other forms of public assistance, whose inability to read and write

1 the English language, or lack of similar basic skills, con-
2 stitutes a substantial impairment of his employability, to par-
3 ticipate in an adult education or other program which would
4 improve his employability. The Director may make grants
5 to States and their political subdivisions to assist them to
6 meet the costs of carrying out this section.”

7 **ADMINISTRATION—POLITICAL ACTIVITIES**

8 **SEC. 603.** Title VI of the Act is amended by inserting
9 after section 605 (inserted by section 602) the following new
10 section:

11 **“POLITICAL ACTIVITIES**

12 **“SEC. 605–1. (a)** No person whose compensation is
13 paid, in whole or in part, from sums appropriated to carry
14 out this Act shall take an active part in political manage-
15 ment or in political campaigns, and no such officer or em-
16 ployee shall use his official authority or influence for the pur-
17 pose of interfering with an election or affecting the result
18 thereof. All such persons shall retain the right to vote as
19 they may choose and to express, in their private capacities,
20 their opinions on all political subjects and candidates. This
21 section shall not apply to officers or employees of the United
22 States or to volunteers in the Job Corps.

23 **“ (b)** Whenever the United States Civil Service Commis-
24 sion finds that any person has violated subsection (a), it

1 shall, after giving due notice and opportunity for explanation
2 to the person concerned, certify the facts to the Director with
3 specific instructions as to discipline or dismissal or other cor-
4 rective action.”

5 ADMINISTRATION—COMPARABILITY OF WAGES

6 SEC. 604. Part A of title VI of the Act is amended by
7 adding at the end thereof the following new section:

8 “COMPARABILITY OF WAGES

9 “SEC. 610-1. The Director shall take such action as may
10 be necessary to assure that persons employed in carrying out
11 programs financed under part A of title I or part A of title
12 II shall not receive compensation at a rate which is in excess
13 of the average rate of compensation paid in the State where
14 the program is carried out to persons providing substantially
15 comparable services.

16 “610-2. No person whose compensation exceeds \$6,000
17 per annum and is paid, in whole or in part, from sums ap-
18 propriated to carry out programs financed under Part A of
19 Title I or Part A of Title II shall be employed at a rate of
20 compensation which exceeds by more than 20 percent the
21 salary which he was receiving in his immediately preceding
22 employment, but the Director may grant exceptions for spe-
23 cific cases. In determining salary in preceding employment
24 for one regularly employed for a period of less than 12

1 months per year, the salary shall be adjusted to an annual
2 basis.”

3 COORDINATION—BETWEEN SECRETARY OF LABOR AND
4 DIRECTOR; INFORMATION TO STATE AND LOCAL AGENCIES

5 SEC. 605. Section 611 of the Act is amended by adding
6 at the end thereof the following:

7 “(c) In order to insure the maximum coordination of
8 programs and activities authorized by this Act with the pro-
9 grams and activities carried out by the United States Em-
10 ployment Service, the Director and the Secretary of Labor
11 shall provide for such coordination at the local level with
12 public employment offices throughout the country. The
13 Director shall include, as a part of the annual report pre-
14 scribed by section 609, a detailed and comprehensive descrip-
15 tion of the activities and actions taken pursuant to this sub-
16 section.

17 “(d) In order to insure that all Federal programs re-
18 lated to the purposes of this Act are utilized to the maximum
19 possible extent, and in order to insure that all appropriate
20 officials are kept fully informed of such programs, the Di-
21 rector shall establish procedures to assure prompt distribu-
22 tion to States and local agencies of all current information,
23 including administrative rules, regulations and guidelines,

1 required by such agencies for the effective performance of
2 their responsibilities.”

3 INFORMATION—CATALOG AND DISSEMINATION

4 SEC. 606. Section 613 of the Act is amended by in-
5 serting “(a)” after “SEC. 613.” and by adding at the end
6 thereof the following new subsection:

7 “(b) The Director shall publish and maintain on a
8 current basis, a catalog of all Federal programs relating
9 to individual and community improvement. The Director
10 is further authorized to make grants from funds appro-
11 priated under title II of this Act, to States and communities
12 to establish information service centers for the collection,
13 correlation, and distribution of information required to
14 further the purposes of this Act.”

15 TITLE VI PROGRAMS—DURATION

16 SEC. 607. Section 615 of the Act is amended to read as
17 follows:

18 “DURATION OF PROGRAM

19 “SEC. 615. The Director shall carry out the programs
20 provided for in this title during the fiscal year ending June
21 30, 1967, and the three succeeding fiscal years. For each
22 such fiscal year only such sums may be appropriated as the
23 Congress may authorize by law.”

1 COORDINATION—TRANSFERS OF FUNDS

2 SEC. 608. Section 616 of the Act is amended by inserting
3 after “this Act,” the following: “or any Act authorizing ap-
4 propriations for any such title (other than part C of title I),”.

5 LIMITATION ON SUPER GRADES

6 SEC. 609. Title VI of the Act is amended by inserting
7 the following section:

8 “SEC. 618. Of the positions approved for the Office of
9 Economic Opportunity and its field offices, positions in the
10 classification category of GS 16, 17, and 18 of the General
11 Schedule of section 5332, title V, United States Code, shall
12 not exceed one for every one hundred employees.”

13 COORDINATION—TRUST TERRITORY

14 SEC. 610. Effective for fiscal years beginning after June
15 30, 1966, section 609 (a) of the Economic Opportunity Act
16 of 1964 is amended by striking out “for purposes of title I
17 and part A of title II,” and inserting “for purposes of title I
18 and parts A and B of title II” in lieu thereof.

19 SEC. 611. Title VI of the Act is amended by inserting
20 after section 617 the following new section:

21 “LIMITATION ON FEDERAL ADMINISTRATIVE EXPENSES

22 “SEC. 618. The total administrative expenses, including
23 the compensation of Federal employees, incurred by Federal
24 agencies under the authority of this Act for any fiscal year
25 shall not exceed ten percent of the amount authorized to be
26 appropriated by this Act for that year: *Provided, however,*

1 That grants, subsidies, and contributions, and payments to
2 individuals other than Federal employees shall not be counted
3 as an administrative expense.”

4 TITLE VII—TECHNICAL AMENDMENT TO TITLE
5 VII OF THE ACT

6 SEC. 701. (a) Section 701 (a) of the Act is amended
7 by striking out “and XVI” and inserting in lieu thereof
8 “XVI, and XIX”.

9 (b) No funds to which a State is otherwise entitled
10 under title XIX of the Social Security Act for any period
11 before October 1, 1967, shall be withheld by reason of any
12 action taken pursuant to a State statute which prevents such
13 State from complying with the requirements resulting from
14 the amendment made by subsection (a).

15 TITLE VIII—REVISION OF PROVISIONS
16 RELATING TO VISTA

17 SEC. 801. The Act is amended by adding at the end
18 thereof the following new title:

19 “TITLE VIII—VOLUNTEERS IN SERVICE TO
20 AMERICA

21 “STATEMENT OF PURPOSE

22 “SEC. 801. It is the purpose of this title to enable and
23 encourage volunteers to participate in a personal way in the
24 war on poverty, by living and working among deprived
25 people of all ages in urban areas, rural communities, on

1 Indian reservations, in migrant worker camps, and Job
2 Corps camps and centers; to stimulate, develop and coordi-
3 nate programs of volunteer training and service; and,
4 through such programs, to encourage individuals from all
5 walks of life to make a commitment to combating poverty
6 in their home communities, both as volunteers and as mem-
7 bers of the helping professions.

8 "AUTHORITY TO ESTABLISH VISTA PROGRAM

9 "SEC. 802. (a) The Director is authorized to recruit,
10 select, train, and—

11 "(1) upon request of State or local agencies or pri-
12 vate nonprofit organizations, refer volunteers to perform
13 duties in furtherance of programs combating poverty at
14 a State or local level; and

15 "(2) in cooperation with other Federal, State, or
16 local agencies involved, assign volunteers to work (A)
17 in meeting the health, education, welfare, or related
18 needs of Indians living on reservations, of migratory
19 workers and their families, or of residents of the District
20 of Columbia, the Commonwealth of Puerto Rico, Guam,
21 American Samoa, the Virgin Islands, or the Trust Ter-
22 ritory of the Pacific Islands; (B) in the care and re-
23 habilitation of the mentally ill or mentally retarded under
24 treatment at nonprofit mental health or mental retarda-
25 tion facilities assisted in their construction or operation

1 by Federal funds; and (C) in connection with programs
2 or activities authorized, supported, or of a character
3 eligible for assistance under this Act.

4 “(b) The referral or assignment of volunteers under this
5 section shall be on such terms and conditions (including re-
6 strictions on political activities that appropriately recognize
7 the special status of volunteers living among the persons or
8 groups served by programs to which they have been as-
9 signed) as the Director may determine; but volunteers shall
10 not be so referred or assigned to duties or work in any State,
11 nor shall programs under section 805 be conducted in any
12 State without the consent of the Governor.

13 “VOLUNTEER SUPPORT

14 “SEC. 803. The Director is authorized to provide to all
15 volunteers during training pursuant to section 802 (a) and
16 to volunteers assigned pursuant to section 802 (a) (2) such
17 stipend, not to exceed \$50 per month (or, in the case of
18 volunteer leaders designated in accordance with standards
19 prescribed by the Director, not to exceed \$75 per month),
20 such living, travel, and leave allowances, and such housing,
21 transportation (including travel to and from the place of
22 training), supplies, equipment, subsistence, clothing, and
23 health and dental care as the Director may deem necessary
24 or appropriate for their needs.

1 “APPLICATION OF PROVISIONS OF FEDERAL LAW

2 “SEC. 804. (a) Each volunteer under section 802 shall
3 take and subscribe to an oath or affirmation in the form
4 prescribed by section 104 (d) of this Act, and the provi-
5 sions of section 1001 of title 18, United States Code, shall be
6 applicable with respect to such oath or affirmation; but,
7 except as provided in subsection (b) of this section, such
8 volunteers shall not be deemed to be Federal employees and
9 shall not be subject to the provisions of laws relating to
10 Federal employment, including those relating to hours of
11 work, rates of compensation, and Federal employee benefits.

12 “(b) All volunteers during training pursuant to section
13 802 (a) and such volunteers as are assigned pursuant to
14 section 802 (a) (2) shall be deemed Federal employees to
15 the same extent as enrollees of the Job Corps under section
16 106 (b), (c), and (d) of this Act except that for purposes
17 of the computation described in paragraph (2) (B) of sec-
18 tion 106 (c) the monthly pay of a volunteer shall be deemed
19 to be that received under the entrance salary for GS-7 under
20 the Classification Act of 1949.

21 “SPECIAL PROGRAMS AND PROJECTS

22 “SEC. 805. The Director is authorized to conduct, or
23 to make grants, contracts, or other arrangements with ap-
24 propriate public or private nonprofit organizations for the
25 conduct of, special programs in furtherance of the purposes

1 of this title. Such programs shall be designed to encourage
2 more effective or better coordinated use of volunteer serv-
3 ices, including services of low-income persons, or to make
4 opportunities for volunteer experience available, under proper
5 supervision and for appropriate periods, to qualified persons
6 who are unable to make long-term commitments or who
7 are engaged in or preparing to enter work where such
8 experience may be of special value and in the public interest.
9 Individuals who serve or receive training in such programs
10 shall not, by virtue of such service or training, be deemed
11 to be Federal employees and shall not be subject to the
12 provisions of laws relating to Federal employment, includ-
13 ing those related to hours of work, rates of compensation,
14 and Federal employee benefits; except that such individuals
15 who receive their principal support or compensation with
16 respect to such service or training directly from the Director
17 or his agent for payment shall be deemed Federal employees
18 to the same extent as volunteers assigned pursuant to section
19 802 (a) (2) of this Act. Not to exceed 15 per centum of
20 the sums appropriated or allocated from any appropriation
21 to carry out this title for any fiscal year may be used for pro-
22 grams under this section.

23 "DURATION OF PROGRAM

24 "SEC. 806. The Director shall carry out the programs
25 provided for in this title during the fiscal year ending

1 June 30, 1967, and the three succeeding fiscal years. For
2 each such fiscal year only such sums may be appropriated
3 as the Congress may authorize by law.”

4 TITLE IX—TECHNICAL AMENDMENTS

5 SEC. 901. (a) Title I of the Act is amended by insert-
6 ing immediately before section 110 a heading for such section
7 to read as follows:

8 “YOUTH CONSERVATION CORPS”

9 (b) Title II of the Act is amended by redesignating sec-
10 tion 219 of part C as section 219-1.

11 (c) Section 213 of the Act is amended by striking out
12 “this section” and inserting in lieu thereof “section 214”.

13 TITLE X—AMENDMENTS TO MANPOWER DEVEL-
14 OPMENT AND TRAINING ACT OF 1962

15 SEC. 1001. (a) The Manpower Development and Train-
16 ing Act of 1962 is amended by inserting the following after
17 the period at the end of section 201: “Whenever appropriate,
18 the Secretary of Labor shall coordinate and provide for com-
19 binations of programs, to be pursued concurrently or sequen-
20 tially, under this Act with programs under other Federal
21 Acts, where the purposes of this Act would be accomplished
22 thereby.”

23 (b) The Manpower Development and Training Act of
24 1962 is amended by adding at the end of section 203 (c)
25 the following: “Notwithstanding any provision to the con-

1 trary in this subsection or in subsection (h), the Secretary
2 may refer any individual who has completed a program
3 under part B of title I of the Economic Opportunity Act of
4 1964 to training under this Act, and such individual may
5 be paid a training allowance as provided in section 203 (a)
6 of this Act without regard to the requirements imposed on
7 such payments by the preceding sentences of subsection (c)
8 or by subsection (h) of this section. Such payments shall
9 not exceed the average weekly gross unemployment com-
10 pensation payment (including allowances for dependents)
11 for a week of total unemployment in the State making such
12 payments during the most recent four-calendar-quarter period
13 for which such data are available. Such persons shall not
14 be deemed youths for the purpose of applying the provision
15 under this subsection limiting the number of youths who
16 may receive training allowances.”

17 (c) The Manpower Development and Training Act of
18 1962 is amended by inserting the following after part C of
19 title II:

20 “PART D—WORK EXPERIENCE AND TRAINING PROGRAMS

21 “SEC. 251. (a) The Secretary of Labor in cooperation
22 with the Secretary of Health, Education, and Welfare shall
23 provide, under this part, programs for needy persons who
24 require work experience or special family and supportive
25 services, as well as training, in order that they may be assisted

1 to secure and hold regular employment in a competitive
2 labor market. Such programs shall—

3 “(1) provide for the selection of participants pur-
4 suant to procedures and criteria jointly prescribed by the
5 Secretary of Labor and the Secretary of Health, Educa-
6 tion, and Welfare;

7 “(2) include pretraining services and basic main-
8 tenance, health, family and day care, counseling, and
9 similar social services, and basic education, as provided
10 by the Secretary of Health, Education, and Welfare pur-
11 suant to section 502 of the Economic Opportunity Act
12 of 1964, as amended;

13 “(3) provide through agreements with appropriate
14 public or private nonprofit agencies, work experience to
15 the extent required to assist participants in developing
16 necessary work attitudes or to prepare them for work or
17 training involving the acquisition of needed skills;

18 “(4) provide testing, counseling, training either on
19 or off the job (including classroom instruction where
20 needed through appropriate arrangements agreed to by
21 the Secretary of Labor and the Secretary of Health,
22 Education, and Welfare), to assist participants to de-
23 velop their occupational potential, improve their occupa-
24 tional level and secure promotion or advancement;

25 “(5) provide, through appropriate arrangements

1 with employers, labor organizations, other public and pri-
2 vate agencies, for development where needed of addi-
3 tional employment opportunities for participants, for job
4 referral and follow-up services required to assist par-
5 ticipants in securing and retaining employment and
6 securing possibilities for advancement; and

7 “(6) provide, in accordance with the criteria pre-
8 scribed in section 104 of this Act, relocation assistance
9 to involuntarily unemployed individuals where the Sec-
10 retary of Labor determines they cannot reasonably be
11 expected to secure full-time employment in the commu-
12 nity in which they reside.

13 “(b) In developing and approving programs under
14 this part, the Secretary of Labor shall give priority to pro-
15 grams with a high-training potential and which afford the
16 best prospects for contributing to the upward mobility of
17 participants.

18 “(c) Notwithstanding any other provision of this Act,
19 the provisions of section 503 of the Economic Opportunity
20 Act of 1964, as amended, shall govern the use and appor-
21 tionment among the several States of funds provided pursuant
22 to such Act for the purpose of carrying out this part.”

23 TITLE XI—AMENDMENTS TO EDUCATION ACTS

24 SEC. 1101. (a) Section 205 (b) (2) (A) (iv) of the Na-
25 tional Defense Education Act of 1958 is amended by strik-

1 ing out “section 603” and inserting in lieu thereof “title
2 VIII”.

3 (b) (1) Section 427 (a) (2) (C) of the Higher Educa-
4 tion Act of 1965 is amended (1) by striking out “or” before
5 “(iii)”, and (2) by inserting immediately after “Peace
6 Corps Act,” the following: “or (iv) not in excess of three
7 years during which the borrower is in service as a volunteer
8 under title VIII of the Economic Opportunity Act of 1964,”.

9 (2) The amendments made by this section shall not
10 apply to any loan outstanding on the effective date of this
11 Act without the consent of the borrowers.

12 TITLE XII—GENERAL PROVISIONS

13 SEC. 1201. No part of the funds authorized to be ap-
14 propriated by this Act to carry out the provisions of the
15 Economic Opportunity Act of 1964 shall be used to pro-
16 vide payments, assistance, or services, in any form, with
17 respect to any individual who—

18 (1) incites, promotes, encourages, or carries on,
19 or facilitates the incitement, promotion, encouragement,
20 or carrying on of, a riot or other civil disturbance in
21 violation of Federal, State, or local laws designed to
22 preserve the peace of the community concerned or to
23 protect the persons or property of residents of such
24 community; or

1 (2) assists, encourages, or instructs any person
2 to commit or perform any act specified in paragraph
3 (1).

Passed the House of Representatives September 29, 1966.

Attest:

RALPH R. ROBERTS,

Clerk.

Calendar No. 1637

89TH CONGRESS
2d Session

H. R. 15111

AN ACT

To provide for continued progress in the
Nation's war on poverty.

SEPTEMBER 30, 1966

Received; read twice and ordered to be placed on the
calendar

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(FOR INFORMATION ONLY;
NOT TO BE QUOTED OR CITED)

Issued Oct. 4, 1966
For actions of Oct. 3, 1966
89th-2nd; No. 167

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HIGHLIGHTS: Senate debated poverty bill. Sen. Williams, Del., criticized agricultural subsidy programs and inserted USDA report. House passed packaging and labeling bill. House passed bill to permit sale of grain storage facilities.

SENATE

1. POVERTY. Continued debate on S. 3164, to continue and change various programs under the Economic Opportunity Act. pp. 23770-1, 23799, 23812-4, 23815-27
2. SUBSIDIES. Sen. Williams, Del., stated that the farm program is not designed to help the small farmer, but subsidizes the expansion of the corporate type of farming operation, and inserted figures furnished by this Department listing direct Government payments in excess of \$25,000 made during 1965. pp. 23829-34

3. APPROPRIATIONS. The Appropriations Committee reported with amendments H. R. 17787, the public works appropriation bill, 1967 (S. Rept. 1672). Sen. Ellen-der submitted several amendments intended to be proposed by him. pp. 23769-70
4. HEMISFAIR. The Foreign Relations Committee reported with amendments H. R. 15098, to amend Public Law 89-284 relating to participation of the U. S. in the HemisFair exposition to be held in San Antonio, Texas, in 1968 (S. Rept. 1673). p. 23769
5. HEALTH. Passed with amendments S. 3008, to amend the Public Health Service Act to promote and assist in the extension and improvement of comprehensive health planning and public health services, to provide for a more effective use of available Federal funds for such planning and services. pp. 23786-96
6. EDUCATION. Permission was granted for the Labor and Public Welfare Committee to have until midnight to file the report on S. 3046, the elementary and secondary education amendments bill. p. 23827
7. CHILD NUTRITION. Sen. Proxmire urged quick congressional action on the child nutrition bill. p. 23779
8. RECREATION. Concurred in House amendments with an amendment to S. 491, to provide for the establishment of the Bighorn Canyon National Recreation area. pp. 23814-5
Sen. Simpson inserted an address by the president of the Wyoming Land and Water Commission on the proper development of recreational resources. pp. 23835-6
9. WATER. Conferees were appointed on S. 2947, to amend the Federal Water Pollution Control Act in order to improve and make more effective certain programs under the Act. p. 23827
Received from the Corps of Engineers a report on the review of the report on the Arkansas-Red River Basins, water quality control study (S. Doc. 110). p. 23769
10. TAXATION. Sen. Proxmire stated that the Senate should insist on being told full consequences of suspending investment credit before taking action on the pending bill on that subject. p. 23774
11. ECONOMY. Sen. Proxmire inserted several articles on the state of the economy. pp. 23774-9
Sen. Talmadge urged that Federal spending be reduced and commended and inserted an article on this subject. p. 23785
12. CATTLE FEEDING. Sen. Morse invited attention to a study recently published by Oregon State University assessing the potential of the Willamette Valley as an area for increased commercial cattle feeding. pp. 23784-5
13. URBAN PROBLEMS. Sen. Young, Ohio, inserted a speech by Sen. Muskie outlining problems facing metropolitan areas mentioning this Department's community development program as one of the efforts to coordinate programs affecting the poor. pp. 23782-4
14. JOB CORPS. Sen. Simpson listed some unfavorable "facts" concerning the Job Corps Camp in Casper, Wyo. p. 23804
15. WATERSHEDS. Sen. Talmadge stated that the watershed protection and flood prevention program is administered effectively and efficiently by SCS and inserted Secretary Freeman's address at the annual conference with the 50 State conservationists, and the remarks of Horace D. Godfrey, Admin., ASCS. pp. 23837-40



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No. 167

Senate

The Senate met at 12 o'clock meridian, and was called to order by Hon. ROBERT C. BYRD, a Senator from the State of West Virginia.

The Chaplain, the Reverend Frederick Brown Harris, D.D., offered the following prayer:

Let us pray.

O merciful God whose law is truth and whose statutes stand forever, we beseech Thee to grant unto us, who in the morning seek Thy face, the benediction which a sense of Thy presence lends to each new day. Unite our hearts and minds to bear the burdens that are laid upon us.

In a difficult and desperate era, be Thou our pillar of cloud by day and of fire by night, as patiently and obediently we follow the kindly light.

May we close our national ranks in a new unity, as deadly peril threatens the birthright of our liberties.

As servants of Thine and of the Nation, and of the peoples of this shattered earth, save us from false choices and guide our hands and minds to heal, and bind, and bless. We ask it in the dear Redeemer's name. Amen.

DESIGNATION OF ACTING PRESIDENT PRO TEMPORE

The legislative clerk read the following letter:

U.S. SENATE,
PRESIDENT PRO TEMPORE,
Washington, D.C., October 3, 1966.

To the Senate:

Being temporarily absent from the Senate, I appoint Hon. ROBERT C. BYRD, a Senator from the State of West Virginia, to perform the duties of the Chair during my absence.

CARL HAYDEN,
President pro tempore.

Mr. BYRD of West Virginia thereupon took the chair as Acting President pro tempore.

THE JOURNAL

On request of Mr. MANSFIELD, and by unanimous consent, the reading of the Journal of the proceedings of Friday, September 30, 1966, was dispensed with.

MESSAGE FROM THE HOUSE RECEIVED DURING ADJOURNMENT

Under authority of the order of the Senate of September 30, 1966,

The Secretary of the Senate, on September 30, 1966, received the following message from the House of Representatives:

That the House had passed a bill (H.R. 17607) to suspend the investment credit and the allowance of accelerated depreciation in the case of certain real property, in which it requested the concurrence of the Senate.

HOUSE BILL REFERRED

The bill (H.R. 17607) to suspend the investment credit and the allowance of accelerated depreciation in the case of certain real property, was read twice by its title and referred to the Committee on Finance.

APPOINTMENT BY THE VICE PRESIDENT

The ACTING PRESIDENT pro tempore. The Chair, on behalf of the Vice President, pursuant to Public Law 84-689, appoints Senator Young of Ohio as alternate delegate to the 12th annual session of the NATO Parliamentarians' Conference, to be held in Paris, France, on November 14-19, 1966.

REPORTS OF COMMITTEES

The following reports of committees were submitted:

By Mr. ELLENDER, from the Committee on Appropriations, with amendments:

H.R. 17787. An act making appropriations for certain civil functions administered by the Department of Defense, the Panama Canal, certain agencies of the Department of the Interior, the Atomic Energy Commission, the Atlantic-Pacific Interoceanic Canal Study Commission, the Delaware River Basin Commission, the Saint Lawrence Seaway Development Corporation, the Tennessee Valley Authority, and the Water Resources Council, for the fiscal year ending June 30, 1967, and for other purposes (Rept. No. 1672).

By Mr. FULBRIGHT, from the Committee on Foreign Relations, with amendments:

H.R. 15098. An act to amend Public Law 89-284 relating to participation of the United States in the HemisFair 1968 Exposition to be held in San Antonio, Tex., in 1968, and for other purposes (Rept. No. 1673).

PRINTING OF REVIEW OF REPORT ON ARKANSAS-RED RIVER BASINS, WATER QUALITY CONTROL STUDY, TEXAS, OKLAHOMA, AND KANSAS (S. DOC. NO. 110)

Mr. RANDOLPH. Mr. President, I present a report dated April 18, 1966, from the Chief of Engineers, Department of the Army, together with accompanying papers and illustrations, on a review of the report on the Arkansas-Red River Basins, water quality control study, Texas, Oklahoma and Kansas, requested by a resolution of the Committee on Public Works, U.S. Senate. I ask unanimous consent that the report be printed as a Senate document, with illustrations, and referred to the Committee on Public Works.

The ACTING PRESIDENT pro tempore. Without objection, it is so ordered.

INCREASES IN ANNUITIES PAYABLE FROM FOREIGN SERVICE RETIREMENT AND DISABILITY FUND—AMENDMENTS

AMENDMENT NO. 938

Mr. PELL submitted amendments, intended to be proposed by him, to the bill (S. 3247) to provide certain increases in annuities payable from the Foreign Service Retirement and Disability Fund, and for other purposes, which were ordered to lie on the table and to be printed.

NOTICES OF MOTIONS TO SUSPEND THE RULE—AMENDMENTS TO PUBLIC WORKS APPROPRIATION BILL, 1967

AMENDMENT NO. 939

Mr. ELLENDER submitted the following notice in writing:

In accordance with rule XL, of the Standing Rules of the Senate, I hereby give notice in writing that it is my intention to move to suspend paragraph 4 of rule XVI for the purpose of proposing to the bill (H.R. 17787) making appropriations for certain civil functions administered by the Department of Defense, the Panama Canal, certain agencies of the Department of the Interior, the Atomic Energy Commission, the Atlantic-Pacific Interoceanic Canal Study Commission, the Delaware River Basin Commission, the Saint Lawrence Seaway Development Corporation,

the Tennessee Valley Authority, and the Water Resources Council, for the fiscal year ending June 30, 1967, and for other purposes, the following amendment, namely:

On page 4, line 19 after the word "appropriated" insert the following: "Provided further, That at the discretion of the Chief of Engineers, funds appropriated for the Robert S. Kerr Dock and Dam, Oklahoma, may be used to provide appropriate navigational clearances for bridges crossing the Sans Bois Creek which are to be relocated under the existing project"

Mr. ELLENDER also submitted an amendment (No. 939), intended to be proposed by him, to House bill 17787, making appropriations for certain civil functions administered by the Department of Defense, the Panama Canal, certain agencies of the Department of the Interior, the Atomic Energy Commission, the Atlantic-Pacific Interoceanic Canal Study Commission, the Delaware River Basin Commission, the Saint Lawrence Seaway Development Corporation, the Tennessee Valley Authority, and the Water Resources Council, for the fiscal year ending June 30, 1967, and for other purposes, which was ordered to lie on the table and to be printed.

(For text of amendment referred to, see the foregoing notice.)

AMENDMENT NO. 940

Mr. ELLENDER submitted the following notice in writing:

In accordance with rule XL, of the Standing Rules of the Senate, I hereby give notice in writing that it is my intention to move to suspend paragraph 4 of rule XVI for the purpose of proposing to the bill (H.R. 17787) making appropriations for certain civil functions administered by the Department of Defense, the Panama Canal, certain agencies of the Department of the Interior, the Atomic Energy Commission, the Atlantic-Pacific Interoceanic Canal Study Commission, the Delaware River Basin Commission, the Saint Lawrence Seaway Development Corporation, the Tennessee Valley Authority, and the Water Resources Council, for the fiscal year ending June 30, 1967, and for other purposes, the following amendment, namely:

On page 4, line 19, after the word "appropriated", insert the following: "Provided further, That the Lost Creek Project in Oregon and the Wynoochee Project in Washington shall not be operated for irrigation purposes until such time as the Secretary of the Interior makes the necessary arrangements with non-Federal interests to recover the costs, in accordance with Federal Reclamation Law, which are allocated to the irrigation purpose".

Mr. ELLENDER also submitted an amendment (No. 940), intended to be proposed by him, to House bill 17787, supra, which was ordered to lie on the table and to be printed.

(For text of amendment referred to, see the foregoing notice.)

AMENDMENT NO. 941

Mr. ELLENDER submitted the following notice in writing:

In accordance with rule XL, of the Standing Rules of the Senate, I hereby give notice in writing that it is my intention to move to suspend paragraph 4 of rule XVI for the purpose of proposing to the bill (H.R. 17787) making appropriations for certain civil functions administered by the Department of Defense, etc. for the fiscal year ending June 30, 1967, and for other purposes, the following amendment, namely:

On page 4, line 19, after the word "appropriated" insert: "Provided further, That the Chief of Engineers shall, in lieu of altering the existing obsolescent bridge, provide a new four-lane high-level bridge as a replacement for the United States Highway Numbered 64 bridge immediately west of Fort Smith, Arkansas".

Mr. ELLENDER also submitted an amendment (No. 941), intended to be proposed by him, to House bill 17787, supra, which was ordered to lie on the table and to be printed.

(For text of amendment referred to, see the foregoing notice.)

AMENDMENT NO. 942

Mr. ELLENDER submitted the following notice in writing:

In accordance with rule XL, of the Standing Rules of the Senate, I hereby give notice in writing that it is my intention to move to suspend paragraph 4 of rule XVI for the purpose of proposing to the bill (H.R. 17787) making appropriations for certain civil functions administered by the Department of Defense, the Panama Canal, certain agencies of the Department of the Interior, the Atomic Energy Commission, the Atlantic-Pacific Interoceanic Canal Study Commission, the Delaware River Basin Commission, the Saint Lawrence Seaway Development Corporation, the Tennessee Valley Authority, and the Water Resources Council, for the fiscal year ending June 30, 1967, and for other purposes, the following amendment, namely:

On page 5, line 10, after the word "navigation" insert: "financing the United States share of the cost of pumping water from Lake Okeechobee to the Everglades National Park"

Mr. ELLENDER also submitted an amendment (No. 942), intended to be proposed by him, to House bill 17787, supra, which was ordered to lie on the table and to be printed.

(For text of amendment referred to, see the foregoing notice.)

AMENDMENT NO. 943

Mr. ELLENDER submitted the following notice in writing:

In accordance with rule XL, of the Standing Rules of the Senate, I hereby give notice in writing that it is my intention to move to suspend paragraph 4 of rule XVI for the purpose of proposing to the bill (H.R. 17787) making appropriations for certain civil functions administered by the Department of Defense, the Panama Canal, certain agencies of the Department of the Interior, the Atomic Energy Commission, the Atlantic-Pacific Interoceanic Canal Study Commission, the Delaware River Basin Commission, the Saint Lawrence Seaway Development Corporation, the Tennessee Valley Authority, and the Water Resources Council, for the fiscal year ending June 30, 1967, and for other purposes, the following amendment, namely:

On page 10, after line 10, insert:

"Funds appropriated for operating expenses of the Canal Zone Government may be apportioned notwithstanding section 3679 of the Revised Statutes, as amended (31 U.S.C. 665), to the extent necessary to permit payment of such pay increases for officers or employees as may be authorized by administrative action pursuant to law which are not in excess of statutory increases granted for the same period in corresponding rates of compensation for other employees of the Government in comparable positions."

Mr. ELLENDER also submitted an amendment (No. 943), intended to be proposed by him, to House bill 17787, supra, which was ordered to lie on the table and to be printed.

(For text of amendment referred to, see the foregoing notice.)

AMENDMENT NO. 944

Mr. ELLENDER submitted the following notice in writing:

In accordance with rule XL, of the Standing Rules of the Senate, I hereby give notice in writing that it is my intention to move to suspend paragraph 4 of rule XVI for the purpose of proposing to the bill (H.R. 17787) making appropriations for certain civil functions administered by the Department of Defense, etc. for the fiscal year ending June 30, 1967, and for other purposes, the following amendment, namely:

On page 31, line 4, after "\$1,950" insert: "Provided, That such amounts may be exceeded by the net extra cost of acquiring and installing air conditioning equipment where, under regulations prescribed by the Administrator of General Services defining particular geographical areas, the head of the department or agency finds and determines that such acquisition and installation is in the best interest of the Government."

Mr. ELLENDER also submitted an amendment (No. 944), intended to be proposed by him, to House bill 17787, supra, which was ordered to lie on the table and to be printed.

(For text of amendment referred to, see the foregoing notice.)

AMENDMENT NO. 945

Mr. ELLENDER submitted the following notice in writing:

In accordance with rule XL, of the Standing Rules of the Senate, I hereby give notice in writing that it is my intention to move to suspend paragraph 4 of rule XVI for the purpose of proposing to the bill (H.R. 17787) making appropriations for certain civil functions administered by the Department of Defense, the Panama Canal, certain agencies of the Department of the Interior, the Atomic Energy Commission, the Atlantic-Pacific Interoceanic Canal Study Commission, the Delaware River Basin Commission, the Saint Lawrence Seaway Development Corporation, the Tennessee Valley Authority, and the Water Resources Council, for the fiscal year ending June 30, 1967, and for other purposes, the following amendment, namely:

On page 19, after line 23, insert the following:

"Any appropriations made heretofore or hereafter to the Bureau of Reclamation which are expended in connection with national disaster relief under Public Law 81-875 as administered by the Office of Emergency Planning shall be reimbursed in full by that Office to the account for which the funds were originally appropriated."

Mr. ELLENDER also submitted an amendment (No. 945), intended to be proposed by him, to House bill 17787, supra, which was ordered to lie on the table and to be printed.

(For text of amendment referred to, see the foregoing notice.)

ECONOMIC OPPORTUNITY AMENDMENTS OF 1966—AMENDMENTS

AMENDMENT NO. 946

Mr. BYRD of Virginia submitted amendments, intended to be proposed by him, to the bill (S. 3164) to provide for continued progress in the Nation's war on poverty, which were ordered to lie on the table and to be printed.

AMENDMENT NO. 947

Mr. BIBLE submitted an amendment, intended to be proposed by him, to Sen-

ate bill 3164, supra, which was ordered to lie on the table and to be printed.

AMENDMENT NO. 948

Mr. PROUTY proposed an amendment to Senate bill 3164, supra, which was ordered to be printed.

COMMITTEE MEETING DURING SENATE SESSION

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the Subcommittee on Constitutional Rights of the Committee on the Judiciary be permitted to meet during the session of the Senate today.

The ACTING PRESIDENT pro tempore. Without objection, it is so ordered.

ADDRESSES, EDITORIALS, ARTICLES, ETC., PRINTED IN THE APPENDIX

On request, and by unanimous consent, addresses, editorials, articles, etc., were ordered to be printed in the Appendix, as follows:

By Mr. BYRD of Virginia:

Article entitled "De Gaulle Gets the Gold," written by Henry J. Taylor, and published in the Richmond, Va., Times-Dispatch of October 3, 1966.

By Mr. McGOVERN:

Article entitled "Holton Davenport Rites Saturday," published in the Sioux Falls, S. Dak., Argus-Leader; and editorial entitled "A Great Lawyer," relating to death of Holton Davenport, of Sioux Falls, published in the Sioux Falls Argus-Leader of September 30, 1966.

LIMITATION ON STATEMENTS DURING THE TRANSACTION OF ROUTINE MORNING BUSINESS

On request of Mr. MANSFIELD, and by unanimous consent, statements during the transaction of routine morning business were ordered limited to 3 minutes.

WAIVER OF CALL OF THE CALENDAR

On request of Mr. MANSFIELD, and by unanimous consent, the call of the legislative calendar, under rule VIII, was dispensed with.

TRIBUTE TO SENATOR LONG OF LOUISIANA

Mr. MANSFIELD. Mr. President, one of the hardest working, most diligent, and conscientious Members of this body is the distinguished deputy majority leader and the chairman of the Finance Committee, the Senator from Louisiana, RUSSELL LONG.

In our duties together he has been most cooperative and understanding. He has made many fine contributions with his sound advice and good counsel, and has never shirked the responsibilities which go with his position in the leadership. His recommendations have been of great value, and his soundness in procedure and policy has been outstanding.

In managing the intricate legislation of taxation, trade regulation, social

security, and other aspects of the work of the Finance Committee—and it is most complex—he has demonstrated great skill, ability, and understanding. His knowledge of parliamentary procedure ranks with the best in the Senate and his awareness of the scope of the legislation he considers is truly remarkable.

Mr. President, I want to take this means to say that RUSSELL LONG has been a tremendous asset in his leadership role and to express to him my deepest thanks for his assistance and his cooperation in our years together in the Congress and our close relationship and friendship in this body.

I ask unanimous consent that an article by Cecil Holland, appearing in the October 2, 1966, edition of the Washington Sunday Star be incorporated at this point in the RECORD.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

SENATOR RUSSELL LONG—ACUMEN, AFFABILITY, AMBITION

(By Cecil Holland)

In the months since he has been chairman of the Senate Finance Committee as well as Senate whip, Senator RUSSELL LONG has brought a restless new force into the Senate leadership.

It is a drive that has made the 47-year-old Louisiana Democrat one of the most influential men in Washington.

In his modest Capitol Hill office LONG, who is seldom still, paused for a while to discuss some of the philosophy of lawmaking.

A lot of people, he observed, are "fearful of new ideas," and "feel the fewer laws Congress pass the better off we are."

With such views LONG entered a mild dissent. "Sometimes they're right," he remarked, "but we pass a lot more good laws than we do bad ones. The need for legislation is there a good many years before a law is enacted."

ARRANGED SWAP

LONG's activities by no means are confined to domestic legislation. In his role as assistant leader he has emerged as one of the Senate's most vocal defenders of the President's Viet Nam policies.

During a recent debate, LONG took the floor repeatedly to urge faster action on a military request. At one point he was reminded that he, too, had made some long speeches.

LONG, with a grin acknowledged that he had and added:

"I have made speeches at length when I have been right and when I have been wrong. I am not sure when I have been wrong, but I have made enough long speeches to know that I could not have been right all the time."

If some of his flag-waving oratory produced more debate than action on the bill, at least one thing was sure: with LONG on the floor the President would not be wanting for defenders.

M'GEE FEELS SAME WAY

In a quieter and more effective way, LONG saw to it that Johnson also would have another defender at all times on the Senate Foreign Relations Committee from which much of the talk over Viet Nam policies has originated. He arranged a swap that put Senator GALE M'GEE, Democrat, of Wyoming, another strong administration defender, on the committee in his place since he could not attend all meetings. He took M'GEE's vacated seat on the Senate Banking Committee.

If he is not directly involved in matters before the Senate, LONG moves on and off the

floor. Often he will lounge at his desk, missing none of the by-play that may go on among others.

HAS FATHER'S DESK

That desk—and where it is located on the Senate floor—reveal much about LONG and his political acuteness. It is the same desk once used by Huey Long and for sentimental reasons, and a fierce loyalty to the memory of his father, the son cherishes it. It just happens that it is the same desk once occupied by the illustrious John C. Calhoun of South Carolina. For this reason it has been coveted by successive South Carolina Senators.

Several years ago LONG refused to give it up to Senator J. STROM THURMOND before THURMOND turned his back on the Democratic party and became a Republican in 1964. LONG recalls telling THURMOND that "John C. Calhoun doesn't mean a damn thing more to you than Huey Long does to me."

When he decided to get into the race for whip LONG remembered that the late Senator Olin D. Johnston also wanted the desk. This was a different matter since Johnston represented a doubtful vote. Moreover, Johnston had close ties with organized labor and labor disdained LONG because of his stand on civil rights and medicare.

So LONG, reaching a hard decision, said to himself, "Please forgive me, Daddy, but this time I'm going for broke. He offered the desk to Johnston and Johnston accepted gladly. In the whip election LONG won on the second ballot with 41 of the 68 votes—and one of these was Johnston's."

STAYED IN THIRD ROW

When he gave up the desk LONG took over another with family ties too. It had been occupied by his mother, Mrs. Rose McConnell Long, when she served out Huey Long's unfinished term. This desk was distinguished, too, because it had been occupied by two Presidents when they served in the Senate—Harry S. Truman and Lyndon B. Johnson.

Johnson died a few months later and, LONG related, "I went and got the desk back."

Under a practice started by Lyndon Johnson several years ago, LONG as the Democratic whip was entitled to a seat alongside Majority Leader MIKE MANSFIELD of Montana on the front row. "If I had claimed it," LONG said, "several senior senators would have been invited to move." With the sure touch of one who knows that small considerations are not forgotten, LONG declined the seat and Senator CARL HAYDEN of Arizona, the Senate's Nestor, took it over.

Even when Virginia's Senator Harry F. Byrd resigned late last year and opened up another front row seat, LONG decided to remain where he was on the third row back. For his own convenience HAYDEN shifted to Byrd's aisle seat and the one next to MANSFIELD, ironically, fell to Senator J. WILLIAM FULBRIGHT, Democrat, of Arkansas, who has become one of the severest critics of the administration's Viet Nam policies.

IN DUAL ROLE

"When I ran for the position of majority whip," LONG said, "I had very much in mind the fact that men I had known like Lyndon Johnson and MIKE MANSFIELD had served as whip before becoming majority leader. It's the logical stepping stone in that direction."

"At that time I was the ranking Democratic member of the Committee on Finance. It was my thought that at some time a man of 46 (LONG's age then), in his fourth term in the Senate, would become chairman of the Finance Committee."

Within a year's time after being elected whip, Byrd, in poor health, resigned and LONG became the chairman of the committee. Despite some suggestions, including one from HAYDEN, that he would have to give up his floor position, LONG made it clear he intended

to keep both—and did. Thus in his dual role he has become one of the Senate's most powerful leaders.

"I've enjoyed working in both these two jobs," LONG said.

GREAT EXPECTATIONS

Where they will lead is something that time—and LONG himself by the record he establishes—will have to determine. For LONG there is time enough for that. At 47 now, he is young as Senators go and the years ahead beckon with great expectations.

How far LONG's ambitions run is something quite properly he keeps to himself. "My ambition now is to do a good job and get elected again two years from now," is all he will say.

That in itself could be something of a hurdle. With the civil rights legislation opening the way for Negro voting in large numbers, with Southern conservatives turning more and more toward the Republican Party, any reelection campaign presents a challenge if not an actual hazard.

But it is one, many feel, that LONG can meet. With Negro voting now a reality, he has assumed a moderate position on the matter. Louisiana voters, conservative or not, would find it hard to turn their backs on one now occupying such a position of power in Washington. And the Long name and LONG's tremendous capacity for campaigning will be advantages difficult for anyone to overcome.

WAS YOUNGEST SENATOR

Beyond that, assuming LONG's reelection, the future offers engaging speculation. It might include following in Johnson's path far beyond the whip position. In some election in the not too distant future the Democratic Party could find itself turning to the South for a vice presidential candidate for the same reasons that Johnson was selected in 1960.

Huey Long, when he was assassinated, had his sights set high. RUSSELL was 17 years old at the time and he became determined on a political career. At Louisiana State he held various student offices and ran successfully for president of the student body. His campaign, reminiscent of his father's featured ice cream cones, bathing beauties and an imported band.

He served a political apprenticeship with his uncle, Gov. Earl Long, in his administration, and then the first big chance came with the death of Senator John Overton in 1948. LONG, 29 at the time, won, and had just turned 30 when he took his seat as the Senate's youngest Member. He was reelected in 1950, 1956 and 1962.

LONG, who now ranks 19th in seniority, has seen service on as many or more Senate committees than any other member. He has accumulated a vast amount of Senate know-how which he uses to great advantage. On matters of importance he is careful to "touch base" with those who count; before running for whip, for instance, he checked first with the man in the White House and then with Georgia's Senator RICHARD B. RUSSELL whose influence in Senate affairs is great indeed.

CONCERN FOR "HAVE-NOTS"

Those seeking to label LONG have called him an economic liberal and a neo-Populist. Certainly his views, in a more restrained fashion, are rooted in the concern for the "have-nots" that Huey Long displayed in his "share the wealth" and "Every man a king" slogans. While avid in looking after Louisiana's oil and other interests, LONG has championed small business and has been quick to lash out at what he considers rapacious interests.

This has been demonstrated in two Senate speeches this year. In one LONG assailed five major drug manufacturers he accused of

price-fixing in the "wonder" anti-biotics; in the other he leveled his fire on "giveaway" in rights to patents developed at the Government's expense.

On the floor recently LONG opposed a bill ment's expense.

that would give income tax credit for tuition. He said it would benefit only those able to afford college tuition and not the poor who needed help. When Senator PETER DOMINICK, Republican of Colorado, chiding LONG, said he was opposing the measure because the President asked him to do so, LONG took the floor and replied:

"I say to the Senator that the President has not asked me to do anything about this amendment. I am just against it. . . . I would appreciate it if the Senator would give me credit, once in a while, for doing something on my own. I am capable of thinking."

In the months and years ahead the Senate, quite likely, will have ample opportunity to see that LONG is capable of thinking—in an independent, imaginative and, perhaps, even in a disturbing sort of way.

TRIBUTE TO VICE PRESIDENT HUMPHREY

Mr. MANSFIELD. Mr. President, in the October 2 issue of the Washington Post there appears an article by Andrew Glass entitled "HUBERT Survives on Humor." It is an excellent article about a first-rate man who carries the responsibilities of his most important position with dignity, diligence, and great ability. He is a man who I was proud to second when he was nominated for the Vice-Presidency and my faith in him has never wavered.

He is, in the words of Mr. Glass "an unabashed American patriot"; and while he may not agree with another's point of view, he is willing to listen, to debate, to reason and to give that view every courteous and considerate attention.

As one who worked very closely with the Vice President while he was a Member of the Senate, I can attest to his outstanding ability, his sense of responsibility, and his devotion to his country, his family, and his party. There is nothing petty or small about him, because his heart is too big, his outlook too broad, and his compassionate understanding of all our people just would not permit it.

The President of the United States is indeed fortunate to have at his right hand at all times the distinguished Vice President, and the Senate is honored to have him as the Presiding Officer of this body. Good luck, good health, and our best wishes to the President of the Senate.

I ask unanimous consent that the article previously referred to be inserted at this point in the RECORD.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

HUBERT SURVIVES ON HUMOR—SELF-DEPRECATING WIT SMOOTHS CAMPAIGN TRAIL FOR VICE PRESIDENT WHO RATES HIGHER WITH POLS THAN WITH POLLS

(By Andrew J. Glass)

SEATTLE.—Vice President HUBERT HUMPHREY, pink-faced after a long day of outdoor campaigning in the sunny Pacific Northwest, bounced happily through the mockup cabin of a Boeing 747, the \$20 million jumbo

jetliner being readied for the end of the decade.

"Say, listen, I'm telling you! Look at the size of those seats!" HUMPHREY exclaimed, patting a plush cushion. "This is just great."

Boeing President William Allen, a balding man whose rimless glasses and thin mouth remind one of a conservative Midwestern banker, beamed appreciatively. "Don't you think Uncle Sam might want to buy some of these for all the VIPs?" he ventured.

HUMPHREY's blue eyes twinkled. "You're asking the wrong man," he said as everybody laughed.

Yet being the "wrong man" in Lyndon Johnson's Government isn't always a laughing matter. As the Vice President scurries across the land, "carrying the message of our Administration and our party," reporters continually besiege him with controversial questions.

If, as occasionally happens, HUMPHREY says the wrong thing, there might be hell to pay. It is no wonder, then, that HUMPHREY usually plays it safe.

But even caution carries its price. "It's all so bland," a California reporter complained after a HUMPHREY press conference last week. "He's just a Johnson sycophant."

NO SILLY ANSWERS

Not long ago, after walking down the gangplank of his chartered airliner in Cleveland, the Vice President was promptly mobbed by a gaggle of local politicians all eager to have their pictures taken beside the distinguished visitor. A television reporter grabbed HUMPHREY by the forearm, thrust a microphone under his nose and asked: "Do you approve of the President's Vietnam policy?"

HUMPHREY likes to describe himself in public as "an unabashed American patriot," and even in the most secluded counsels of Government, he earnestly voices his unqualified approval of the President's moves in Southeast Asia. But this was more than he could take; the usually good-tempered Vice President shook free and walked away.

Normally, however, the Vice President copes with his difficult role with round after round of self-deprecating humor. After nearly two years in office, it has become his way of adjusting to a job made all the more difficult in the light of his 16 previous free-wheeling years in the Senate.

HAS PROS' REGARD

Thus, before a bipartisan Senate audience, he merrily compared the Presidential Seal—"a powerful eagle . . . fleet of wing and carrying many arrows"—with his own.

"Mine," HUMPHREY said, "looks emaciated and the wings drooping down as if it's getting set for a crash landing. On one side, there's only a teeny and scrawny-looking olive branch. And on the other side, why, the eagle is holding just one little arrow. But I want you to know I'm saving that arrow for the right time."

For HUMPHREY, of course, the "right time" is 1972 when Lyndon Johnson's projected second term in office expires. To be sure, it fashionable these days to ask "Whatever became of HUBERT HUMPHREY?" and, after glancing at Sen. ROBERT KENNEDY's popularity polls to thrust HUMPHREY aside as a serious contender for the Presidency.

But if the polls fail to tell the whole story. If rank-and-file voters tend to regard HUMPHREY as a cipher, professional Democratic politicians decidedly do not. And as Richard Nixon, Barry Goldwater and John F. Kennedy all demonstrated, at convention time, it is the vote of the "pros" that counts.

During the campaign season, the Vice President will visit 38 of the 50 states carrying his "message." HUMPHREY talks of uninterrupted prosperity, of congressional achievements under Democratic leadership, of the Administration's quest for peace and

Mexico, where the progress of this program is under close scrutiny.

Your support of the legislation to provide this facility is vital to the image of the United States throughout the world.

Sincerely,

JUDSON F. WILLIAMS,
Mayor, City of El Paso.

Mr. MANSFIELD. Mr. President, the distinguished Senator from Texas has stated the case very well. I personally would like to agree that the sum be increased by the amount requested. However, in view of the debate which occurred in the Committee on Foreign Relations on this matter, I would hope that the distinguished Senator from Texas would bear with us at this time.

I assure him personally that, as far as the Senator from Montana is concerned, he will do his best in the next session of Congress to be of assistance in this particular matter. I do think it is a situation which involves our honor.

Mr. TOWER. Mr. President, I thank the distinguished Senator, the very able majority leader, for his comments.

Mr. President, with that understanding, I withdraw my amendment.

The amendment was withdrawn.

The PRESIDING OFFICER. The question is on the engrossment of the amendment in the nature of a substitute, and the third reading of the bill.

The amendment was ordered to be engrossed, and the bill to be read a third time.

The PRESIDING OFFICER. The bill having been read the third time, the question is, Shall it pass?

The bill (H.R. 11555) was passed.

Mr. MANSFIELD. Mr. President, I move to reconsider the vote by which the bill was passed.

Mr. TOWER. Mr. President, I move to lay that motion on the table.

The motion was agreed to.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that Calendar No. 1624, S. 2630, be postponed indefinitely.

The PRESIDING OFFICER. Without objection, it is so ordered.

ECONOMIC OPPORTUNITY AMENDMENTS OF 1966

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the unfinished business be laid before the Senate.

The PRESIDING OFFICER. The bill will be stated by title.

The ASSISTANT LEGISLATIVE CLERK. A bill (S. 3164) to provide for continued progress in the Nation's war on poverty.

The PRESIDING OFFICER. Is there objection to the request of the Senator from Montana?

There being no objection, the Senate resumed the consideration of the bill.

Mr. TOWER. Mr. President, I call up my amendment No. 937 and ask that it be stated.

The PRESIDING OFFICER. The amendment will be stated.

The assistant legislative clerk proceeded to state the amendment.

Mr. TOWER. Mr. President, I ask unanimous consent that further reading of the amendment be dispensed with.

The PRESIDING OFFICER. Without objection, it is so ordered, and the amendment will be printed in the RECORD.

The amendment is as follows:

S. 3164

CIVIL RIGHTS ACT OF 1964—INCREASED MEMBERSHIP OF THE EQUAL EMPLOYMENT OPPORTUNITY COMMISSION

SEC. 26. (a) Subsection (a) of section 705 of the Civil Rights Act of 1964 (42 U.S.C. 2000e-4(a)) is amended as follows:

(1) In the first sentence thereof (A) strike out "five" and insert "seven", and (B) strike out "three" and insert "four".

(2) In the second sentence thereof (A) immediately after "members" insert "first taking office on June 1, 1965," and (B) immediately after "title," insert "and one of the original members first taking office after June 1, 1965, shall be appointed for a term of three years and one for a term of five years, beginning from the date of enactment of the Economic Opportunity Amendments of 1966,".

(3) Between the second and third sentences thereof insert the following new sentence: "In making appointments to the Commission, the President shall give due consideration, among other reasonable factors, to whether there is maximum feasible representation provided among the membership of the Commission for persons of all the various groups throughout our Nation without regard to race, color, religion, sex, or national origin."

(b) Subsection (b) of section 705 of the Civil Rights Act of 1964 (42 U.S.C. 2000e-4 (b)) is amended by striking out "three" and inserting "four".

(c) Members of the Equal Employment Opportunity Commission appointed to hold either of the two additional offices created by the amendments to the Civil Rights Act of 1964 made by this section shall receive compensation at the same rate authorized for other members of the Equal Employment Opportunity Commission, not including the Chairman thereof.

Mr. MANSFIELD. Mr. President, will the Senator yield?

Mr. TOWER. I yield.

Mr. MANSFIELD. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The assistant legislative clerk proceeded to call the roll.

Mr. FULBRIGHT. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER (Mr. Russell of South Carolina in the chair). Without objection, it is so ordered.

MADAM CHIANG KAI-SHEK'S STATUS IN UNITED STATES QUESTIONED

Mr. FULBRIGHT. Mr. President, before I make a few remarks, I ask unanimous consent to insert in the RECORD an article entitled "Madam Chiang Urges United States To Halt Mao."

There being no objection, the article was ordered to be printed in the RECORD, as follows:

MADAM CHIANG URGES UNITED STATES TO HALT MAO

LINCOLN, NEBR.—Madame Chiang Kai-shek Thursday described America's foreign policy as projecting "an image of fear" and called upon the United States to use its power to overthrow Red China.

The 70-year-old wife of Nationalist China's leader said this is the only way to stop the military expansion of Red China under Premier Mao Tse-tung.

"United States foreign policy conveys to neutrals, skeptics and fence-sitters as well as to the Chinese Communists an image of fear through using what might be described as timidity and techniques of 'push, pull, click, click' in dealing with the Communists," Madame Chiang said in an address at Nebraska Wesleyan University.

"There are two solutions to the problems facing Russia and the United States as well as Southeast Asia and ourselves: Bash in the door with overwhelming force so that all the rottenness will fall out of its own accord, or use the proper key and unlock the door that will be the beginning of the end for the inquisitorial Maoist orgies."

Madame Chiang was here to accept an honorary doctor of humane letters degree at a convocation at Nebraska Wesleyan. She is making a 1-year tour of the United States.

An expected protest walkout by a group of Wesleyan professors and students failed to materialize. A spokesman for the Methodist Church-sponsored college explained that attendance at the convocation was not compulsory.

Mr. FULBRIGHT. This is an article reporting upon a speech by Madam Chiang Kai-shek in Lincoln, Nebr., calling upon the United States to use its power to overthrow Red China.

Mr. President, it seems most unusual to me—in fact, I do not know of any precedent—for the wife of a head of state of an important ally of this country to come to this country for a year, as the article indicates, seeking to influence directly a major foreign policy of this country.

I do not know what kind of visa Madam Chiang Kai-shek carries. I do not know under what auspices she comes, or whether the State Department requested her to come to help support its policies. I think it is a very interesting subject. I would like the State Department to inform the public and the Senate the precise status of this very well known woman, who is the wife of the chief of state of one of our allies, and under what auspices she has come to seek to influence our foreign policy.

BUILDING UP IN THAILAND

Mr. FULBRIGHT. Mr. President, since the officials of our Government who are responsible for our policies in Asia, and more specifically Thailand, decline to testify in public session before the Committee on Foreign Relations, I believe it is my duty as chairman of that committee to make a brief statement on the subject. When I say "decline," I speak from personal knowledge, because I personally invited members of the Department of State—specifically, the Secretary of State—to come and testify in public session, and my cordial invitation was declined.

I believe it is my duty simply because it seems to me that the people of my country are entitled to know to what extent their sons and their fortunes are being committed in Thailand.

I believe this enormous expenditures of our resources in Thailand should, at the very least, be the subject of discussion and serious consideration by the Con-

gress, especially by the Senate, before the commitment is final and complete. It seems to me that Members of the Senate, who share in the responsibility for Government policies, should at least know what those policies involve. It is not solely because I disapprove of our policy of enlargement of the war in southeast Asia that I believe it is my duty to present publicly in one statement the information which has come to my attention about Thailand. Regardless of my views, I believe the expenditure of billions of public funds, and the exposure of American lives to destruction 12,000 miles away in Asia, is a matter of sufficient importance to warrant congressional consideration and approval.

On January 1, 1965, there were 23,000 American military men in South Vietnam. On June 1, 1966, there were 25,000 in Thailand, and I gather that there are now more than 30,000 there.

We are building up in Thailand—building barracks, air bases, ports, and supply depots. What are the reasons for this new military involvement in southeast Asia? What is the legal basis and the political justification? Are we trying to apply the lessons learned in Vietnam; are we falling into the same errors; or are the two situations not analogous? We are building up in Thailand but do we know what is building up in Thailand?

For answers, Americans must turn, paradoxically, to the press, for a curtain of official secrecy surrounds our activities in Thailand. We have been told from time to time, by officials, to be skeptical of press reports from Vietnam but now we are given no alternative but to rely on the press for our information about Thailand because the officials are reluctant to speak.

From the press we learn that most of the 30,000 men we have in Thailand are in the Air Force. They fly a majority—some reports say as much as 80 percent—of the bombing and reconnaissance missions that are flown over North Vietnam and northern Laos from a half dozen American-built air bases in Thailand—which are legally Thai bases and fly the Thai flag. We are building a giant sea and air base complex at Sattahip which will have runways long enough to accommodate B-52 bombers and which is costing hundreds of millions of dollars—either \$100 million or more than \$500 million, depending on which paper one reads. We are also training and equipping the Thai Armed Forces to fight Communist insurgents in the northeast, although we are, reportedly, not participating directly in the fighting. On this point there is a conflict in the stories reported by the press.

Officially, as I say, we have been told nothing about all this—unless, that is, we happened to see Mr. William Bundy, the Assistant Secretary of State for Far Eastern Affairs, on television early in September. It is rather curious that he went on "Meet the Press" in September, but has declined to appear in open session before the Committee on Foreign Relations.

In the first official statement that some of the thousands of young Americans on the streets of Thai villages are not sol-

diers on leave from Vietnam or tourists, Mr. Bundy told us that there were "about 25,000" American servicemen in Thailand. He also told us that there was "a real threat of insurgency, particularly in the northeast area of Thailand" but that it was "on a very limited scale—a scale that on the Vietnamese benchmark would be perhaps on the level of 1959 or 1960 rather than any of the later periods—in numbers involved it is probably only in the hundreds." He added that—

The Thai are absolutely determined to deal with this themselves . . . our role is to supply them equipment and to assist them in training as they may desire.

When asked about the exact nature of "our commitment" to Thailand, Mr. Bundy replied:

Well, we have a treaty relationship with Thailand, of course, in that they are a member of the SEATO treaty, the Southeast Asia Treaty Organization, so that we have a fully complete treaty relationship there. Now that applies to action in accordance with our constitutional processes in the event of external aggression and for consultation in the event of subversion. What you have now is some kind of—well, a real threat of insurgency, particularly in the northeast area of Thailand.

Obviously, we have not sent 25,000 or 30,000 men and hundreds of planes to Thailand, and obviously we are not building multimillion-dollar bases capable of handling the largest strategic bombers we have, in order to meet a threat arising from "hundreds" of insurgents. The Thais themselves should be able to handle a military threat of such dimensions. Thailand's Armed Forces total 130,000 men—an Army of about 85,000, a Navy of 25,000, and an Air Force of 20,000—and their defense budget for 1965-66 was over \$90 million.

It is quite clear that we are using Thailand as a base from which to launch air attacks against North Vietnam. To justify what we are doing by referring to the insurgency in the northeast and tying this threat of insurgency to paragraph 2 of article IV in the SEATO treaty, the paragraph relating to the threat of subversion, is specious at best. Mr. Bundy could have said that we were acting in Thailand under paragraph 1 of article IV which refers to "aggression by means of armed attack in the treaty area." But in that case he would have had to address himself to the requirements that action taken under this paragraph be in accord with the "constitutional processes" of the party acting and that the measures taken "be immediately reported to the Security Council of the United Nations." I will return to this subject of "constitutional processes" in a few moments.

Hence, directly from the press and inferentially from what Mr. Bundy has said on television, one is led inevitably to the conclusion that we are building up in Thailand primarily a complex of airbases for use in the war in Vietnam—and apparently secondarily a supporting, or if necessary alternative, military supply and logistics base. We are also helping the Thai with equipment and training to control their insurgent problem, but it is not because of the insur-

gency that we have 30,000 troops there. We are, I gather again from the press, precluded from saying all this because the Thai Government has asked us to remain silent, and we have agreed.

Why is the Thai Government so insistent on this point? After all, in 1962 we sent 5,000 troops to Thailand when a Laotian Communist army neared the Thai border. At that time statements were issued by President Kennedy and by the Thai Government, and the United Nations Secretary General was informed of the action in writing. In fact, the Thai Government apparently felt it important to inform the Thai people, for the Thai statement, issued on May 15, 1962, included the following sentence:

It (the stationing of United States forces in Thailand) is hereby announced to the people of Thailand with the request that they cooperate fully with the Government in the firm determination to protect and maintain the freedom, integrity, independence and sovereignty of the Thai nation.

If it was judicious to make such an official public statement then, why is it undesirable to do so now?

I wish that I knew the answer to this question. Perhaps a part of the explanation lies in the Thai Foreign Minister's reported statement at the United Nations a few days ago that Thailand had not asked for American forces to be stationed there and could, if necessary, do without them. The Thais, the Foreign Minister said graphically, "are not hanging on to your GI's by their shirt-tails."

Another element that may explain—at least in part—Thai reluctance to discuss the subject of U.S. military activities in Thailand is the fact that the Thai Government may feel that the Thai people would react adversely and that Thailand's political stability would be affected. For Thailand is not the politically progressive country so many say it is. In fact, it never has been. Until the early 1930's, Thailand—then known as Siam—had been for centuries a relatively benign monarchy. In 1932, a group of young military officers and civil servants seized power and induced the King to promulgate the first Thai constitution. A legislature was established, whose members were appointed not elected, but it gained little of the power that had been lost by the King. Power was instead generally exercised by a shifting oligarchy in the Council of Ministers or Cabinet, composed primarily of leaders of cliques in the Army, the police and the civil service.

In the 26 years after the coup of 1932, there were 26 separate coups and the constitution of 1932—a modest constitution at best—was inoperative for much of this time, including the years of World War II when Siam, a reluctant if not unwilling ally of Japan, was under a dictatorship.

In 1958, Field Marshal Sarit Thanarat, commander of the Thai Armed Forces, seized power. He abrogated the constitution, dissolved the National Assembly and the Council of Ministers, banned all political parties except his own "Revoluti-

and 24 States have no public facilities to care for them.

There really is not a single community in the Nation which provides an acceptable standard of services for its mentally ill children, ranging from early intervention to social restoration in the home, school or community.

These facts should spur us on to mobilize all of our resources for the year ahead—to provide the knowledge, techniques and services that are necessary to assure the well-being and mental health of our youth.

In its 1961 report, the Joint Commission on Mental Illness and Mental Health said that it had not studied the special problems of mental illness in children and recommended that this be done.

Senator RIBICOFF introduced a bill in the Senate providing for a panel of advisors to study the problems of children. The bill also proposed a Nation-wide program of services for children and would have established a program of Federal grants to develop community services for emotionally disturbed children or children who were in danger of becoming emotionally disturbed.

As a result of Senator RIBICOFF's persistent efforts, the Joint Commission on Mental Health of Children was established as a part of the Medicare legislation of 1965. This Commission, funded by a grant of \$500,000 from the National Institute of Mental Health, has begun a two-year task of assessing the needs for treatment of emotionally disturbed children and for preventive mental health services.

The Commission, which is made up of representatives of many different professions ranging from psychiatrists, educators, social workers and psychologists, under the chairmanship of Dr. Reginald Lourie, will direct an inter-disciplinary study of the mental health problems of children.

When the Commission reports its findings and recommendations to the Congress, we are confident that the report will make fresh and innovative proposals for solving some of these problems. They are expected to provide a sound basis for establishing community mental health services to meet our children's needs.

Action, however, can be taken now in certain areas to attack the problem of the mentally ill child.

A vast opportunity to improve mental health services for children has been opened up through Title XIX. Now children in low income families can be given psychiatric help, psychological testing and evaluation, and follow-up treatment. Connecticut is one of the States providing a full range of these services under its Title XIX program.

The newly established community mental health centers can serve as the focal point for new approaches and to coordinate the services for children.

They can experiment with new facilities, skills, new kinds of professional personnel, new patterns in the development of greatly needed manpower. They can help provide the means to reach out to help children in their homes and schools. They can assist the traditional social systems in fostering the good development of children and come to the support of those institutions when healthy development goes astray. Consultative services can be made available through the centers to the people who come in daily contact with the children—public health nurses, physicians, pediatricians, teachers, settlement house workers, recreation workers, and the courts. The center can provide training in basic health principles to these persons and encourage them to construct their programs in ways that will strengthen and promote the child's mental health, as well as help them identify children with problems and engage them in rehabilitation and correction efforts.

IV

One of the severest limitations on our national effort is the health manpower shortage. The present shortages are expected to continue in health personnel categories. According to a NIMH survey last year we will need between 120,000 and 125,000 professionals in the major mental health disciplines by 1975. We have approximately 65,000 of these professionals at the present time.

In addition to increasing the supply of these people, as we have already begun to do under several programs which provide Federal financial support for training in the health field, we must invent and create new solutions to the manpower shortage. We must explore the use of new types of personnel and new approaches to the delivery of mental health services. We can no longer afford to ignore an untapped reservoir of manpower.

We can make far more use of the nonprofessional aide—one who can bridge the social distance between the skilled professional and those who come for help. These people also can free the professional worker from routine tasks to do the work for which he was trained.

Vital to the efforts to expand our Nation's health manpower, is the Allied Health Professions Personnel Training Act of 1966, introduced by Senator HILL and Representative STAGGERS (S. 3102 and H.R. 13196). These bills would provide a three-year program of grants for the training of allied health personnel—such indispensable health workers as X-ray technicians, medical technologists, dental hygienists and others.

Construction and improvement grants patterned after those now available to the medical, dental and allied health professions, under the Health Professions Educational Assistance Act, and to nursing schools, under the Nurses Training Act, would be available for training centers.

Traineeships assisting in the advanced training of allied health professionals to serve as teachers or administrators or, to serve in fields requiring specialized training, would be administered through grants to training centers.

Funds would also be available for the development of new methods and techniques.

The House of Representatives unanimously passed the Staggers bill on June 23, and we are hopeful that the Senate will take similar action soon on the bill sponsored by Senator HILL.

Passage of this legislation would help us meet the critical need for more trained specialists in the health field.

V

I see no limits to the effective and continuing expansion of our public-private partnership in the development and delivery of health services in the next few years.

These services must and should be community-based and community-operated, but State governments and the Federal Government are prepared to give a larger share of support to communities today and that support will increase.

Currently before the Congress, for example, is the "Comprehensive Health Planning and Public Health Services Amendments of 1966," also introduced by Senator HILL and Representative STAGGERS (S. 3008 and H.R. 13197).

This bill embodies a major health legislation proposal made by President Johnson in his March 1 message to the Congress on health and legislation.

This bill would add to and strengthen the capacity of States to provide public health services—including mental health services—in two ways: by emphasizing comprehensive health planning and by providing funds in such a way that health resources can be used flexibly and efficiently. The legisla-

tion would provide the State and local health departments with Federal financial support to meet their responsibilities and provide the leadership and coordination that is urgently needed.

You who are about to bring a program of mental health services into being in the Connecticut Mental Health Center will soon be able to begin an evaluation of the concept of the new national mental health program. Your experience will benefit all of the communities in Connecticut, in New England and, over the next few years, in many other parts of this Nation.

MARGARET E. ADAMS

Mr. TYDINGS. Mr. President, I desire to compliment Miss Margaret E. Adams, of Baltimore, for the fine job she is doing as president of the Maryland State Teachers Association, a highly important organization in Maryland's educational system. Miss Adams is known as an excellent and persistent administrator, and the MSTA is fortunate to have her services. Mr. President, I ask unanimous consent to have printed in the RECORD an article about Miss Adams published in the November-December 1965 issue of the Maryland Teacher.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

MEET YOUR MARYLAND STATE TEACHERS ASSOCIATION PRESIDENT

Margaret E. Adams, MSTA's president for 1965-66, is a native of Baltimore, educated in the Baltimore schools, at Towson State College, Johns Hopkins University, and the University of Maryland. She is the second "President Adams" in the history of MSTA, the first, Mary A. Adams, also of Baltimore City, having served as president of the Association in 1943. (There is some historical basis for assuming that "Adams" is a very good presidential name at whatever level of endeavor it may be found.)

If past achievement is a criterion of future performance, there is a sound basis also for assuming that MSTA's current President Adams will serve the Association well in her position of leadership. In her local association, the Public School Teachers Association of Baltimore City, Margaret has long been known as a person who gets things done regardless of obstacles or discouragements. She served as secretary for PSTA for eight years, as chairman of the Constitution Revision Committee, and as chairman of the Membership Committee for three years. Her work with the Membership Committee was so effective that she was chosen as chairman of the MSTA Membership Committee. In this position, she continued to show outstanding results in membership increases, with the result that she remained as MSTA's Membership Chairman for three years, despite a long-standing Association policy of one-year terms for most committee chairmen.

Miss Adams has also worked for many years with the Department of Elementary Teachers, an affiliated department of MSTA, serving as secretary and as president, and helping to build this department into one of the largest and most active units in the MSTA structure. Her experience in this field was recognized by her appointment to the Arrangements Committee which had the responsibility for making arrangements for the Regional Conference of the Department of Classroom Teachers held in Annapolis a few years ago.

Our new president has also had wide experience in other areas of Association work,

for she has been active in the Leadership Training programs on both the local and state levels, has often been a delegate to the MSTA Representative Assembly, and has attended TEPS Conferences as a state delegate. She served two years as a member-at-large to the MSTA Executive Board before being elected second vice-president and then president.

Margaret's teaching career began in Prince George's County, where she taught for three years before going back to school for additional study. Following this, she began teaching music at the Arlington Elementary School in Baltimore City. She explained that this was a departmental set-up, known in those days as a "platoon" school, where, in addition to music, she also taught some subject classes—arithmetic, spelling, science—according to the need.

After two years at Arlington, Miss Adams moved to the Waverly School, where she taught physical education and directed the Glee Club. "Those were the days of extravaganzas," she said, "and the Glee Club was involved in all of them." When asked about other extra duties, she smiled and said, "I expect I've dabbled in every extra-curricular activity anybody could think of organizing in an elementary school—Junior Red Cross, Safety Patrol, Student Council, just as a sample."

Extra-curricular activities in school are not Miss Adams' only "extras," however, for her hobbies include music, sewing, gardening, cooking, and travel. "The basic problem is that I don't have enough time for any of them," she said wistfully as she went on to say that her "specialty is trying out new recipes on guests" before adding them to her permanent file.

Civic and community responsibilities are not taken lightly by this energetic woman, either, for she is a Past Matron of the Patterson Chapter, Order of Eastern Star, an organizer and first president of Alpha Delta Kappa, an honorary sorority for teachers, and a member of Phi Delta Gamma, an honorary academic fraternity at the University of Maryland. She is a member of the Third Lutheran Church in Baltimore, and, for many years, taught the Women's Bible Class, and also sang in the choir. Part of her interest in music was developed during these years when she studied voice at the Peabody Institute. She was also the first president of the Towson Town Business and Professional Women's Club, and is still a member of the Board of this organization.

For thirty years, Miss Adams spent her summers working as a playground supervisor for the Bureau of Recreation.

In discussing her personal philosophy of education, Maggie, as she is known to her close friends, shows her deep concern for children: "We need to continue our efforts at meeting the individual needs of children at all levels—this means the teacher, the administrator, and those who work in special fields. I believe very strongly that the classroom teacher should be able to work more independently with children and not have to stick too rigidly with the course of study. We need a framework in which to operate, of course, but experienced classroom teachers should have the freedom to try new ideas. Particularly in the inner city schools, educators have to be aware that the role of the school is different from the traditional one, and that the school must assume greater responsibility for the growth and development of these children as times goes on. I see the inner city school as an opportunity for teachers to do intensive missionary work."

tinued progress in the Nation's war on poverty.

Mr. JAVITS. Mr. President, I think we shall be able to propose a unanimous-consent agreement which will accommodate all Senators and all views in respect to the pending measure.

Mr. MANSFIELD. Mr. President, I submit a unanimous-consent request and ask for its immediate consideration.

The PRESIDING OFFICER. The unanimous-consent request will be stated.

The legislative clerk read as follows:

UNANIMOUS-CONSENT AGREEMENT

Ordered, That, effective upon the completion of the speech of the Senator from Vermont [Mr. PROUTY], during the further consideration of the bill (S. 3164) to provide for continued progress in the Nation's war on poverty, that debate on any amendment, motion, or appeal, except a motion to lay on the table, shall be limited to 1 hour, to be equally divided and controlled by the mover of any such amendment or motion and the Senator from Pennsylvania [Mr. CLARK]: *Provided*, That in the event Senator CLARK is in favor of any such amendment or motion, the time in opposition thereto shall be controlled by the Senator from New York [Mr. JAVITS] or some Senator designated by him: *Provided further*, That no amendment that is not germane to the provisions of the said bill shall be received (except the amendment No. 937 of the Senator from Texas [Mr. TOWER]).

Ordered further, That on the question of the final passage of the said bill debate shall be limited to 6 hours, to be equally divided and controlled, respectively, by the majority and minority leaders: *Provided*, That the said leaders, or either of them, may, from the time under their control on the passage of the said bill, allot additional time to any Senator during the consideration of any amendment, motion, or appeal and provided that quorum calls be exempted from the time allocated above.

Mr. JAVITS. Mr. President, will the Senator from Montana yield?

Mr. MANSFIELD. I yield.

Mr. JAVITS. I wish to make two points. First, I understand that the Senator from Montana will ask for a short quorum call, to give Senators notice.

Second, and more important, the order of procedure is to be a little different from that set forth in the unanimous-consent request. We hope that the Senator from Texas [Mr. TOWER] will be able to use his time and bring the debate on his amendment to a conclusion; but then, free of the unanimous-consent agreement, the Senator from Vermont [Mr. PROUTY] will speak, and then, following the conclusion of his speech, the unanimous-consent agreement will take effect.

Mr. CLARK. Under the unanimous-consent agreement, the speech of the Senator from Vermont will be excluded from the agreement.

Mr. JAVITS. That is correct.

Mr. MANSFIELD. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. JAVITS. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

Is there objection to the unanimous-consent agreement, as amended by the statement of the Senator from New York [Mr. JAVITS]?

The Chair hears none, and it is so ordered.

Mr. TOWER. Mr. President, I yield myself 3 minutes.

The PRESIDING OFFICER. The Senator from Texas is recognized for 3 minutes.

Mr. TOWER. Mr. President, I have offered an amendment to the poverty bill which would increase membership on the U.S. Equal Employment Opportunity Commission from five to seven members.

I do this, Mr. President, in the hope that the President will take the opportunity presented to appoint to the two additional positions persons whose background and knowledge evidences an understanding of the problems of minority groups which, up to this time, have not been represented on the Commission.

In my estimation, Americans of Latin-American heritage have not received proper representation on this commission whose duty it is to assure that all Americans are considered for hiring, firing, and promotion on the basis of their ability and qualifications, without regard to race, color, religion, sex, or national origin.

It is my hope that by increasing the number of EEOC members, and by appointing persons to the Commission who are intimately familiar with the unique employment problems of Americans of Latin heritage the EEOC will have an opportunity to explore the particular problems of racial groups much in need of their assistance, but up to this time, neglected.

I believe experience has shown that a five-member EEOC is not large enough to accommodate representatives from all such specific groups, and this is the reason I propose that Commission's membership be expanded.

My amendment states that one additional member shall be appointed for a term of 3 years and another for a term of 5 years. I do this, Mr. President, to provide for a continuation of the present practice for staggered terms for members of the Commission.

In addition, language reading as follows is inserted:

In making appointments to the Commission, the President shall give due consideration, among other reasonable factors, to whether there is maximum feasible representation provided among the membership of the Commission for persons of all various groups throughout our Nation without regard to race, color, religion, sex, or national origin.

There is a vital need for the services of persons who are familiar with the day-to-day employment problems of the diverse elements in our heterogeneous society. It is my hope that the Senate will take this opportunity to expand the scope of the Commission so as to enable it to be more responsive to the needs of all the members of the American community.

Mr. President, I would be less than candid if I did not note that I voted

ECONOMIC OPPORTUNITY AMENDMENTS OF 1966

The Senate resumed the consideration of the bill (S. 3164) to provide for con-

against the civil rights bill which created this Commission, but now that the Commission is in existence and is operating, I think it should operate equitably.

Thomas Jefferson said, "All men are created equal." Well, some wag has added to that, "Yes, but some are more equal than others."

I found that out when I went out for the basketball team when I was in school.

But, in any case, the fact is that the second largest minority group in this country is not being given equal treatment with the largest minority group.

It has no representation on the Equal Employment Opportunity Commission. Therefore, I feel there is an obligation to adopt my amendment and to make legislative history which will make it plain it is our intention that the second largest minority group in this country shall be represented.

Mr. CLARK. Mr. President, I yield myself 5 minutes in opposition to the amendment.

The PRESIDING OFFICER. The Senator from Pennsylvania is recognized for 5 minutes.

Mr. CLARK. Mr. President, the Equal Employment Opportunity Commission is opposed to this amendment.

Let me point out that the amendment is not germane to this bill, but permission was given to the Senator from Texas to bring it up under the unanimous-consent agreement.

Mr. TOWER. May I say that I thank my distinguished friend for giving me that privilege.

Mr. CLARK. I am happy to accommodate the Senator, but the amendment is not germane to the bill and should not be made a part of it. This amendment should be offered to the basic act which created the Commission.

Mr. TOWER. Mr. President, may I respond to the distinguished Senator?

Mr. CLARK. Yes.

Mr. TOWER. I am aware that the amendment is not germane to the bill, but we would not be shattering any precedents if we adopted the amendment because it was not germane to the bill, because it has been done before on numerous occasions. I may state that I have introduced a bill addressed to the Civil Rights Act, which is the appropriate bill to which to offer the amendment, and which I would prefer to do, but that bill has not been considered by a committee. There have been no hearings. Therefore, I think that, though perhaps it is not a germane amendment, this is an appropriate bill to which to offer the amendment, because of the rush of considering legislation and the lateness of the session. There is no reason why it should not be offered to the bill. The fact is that there are millions of Spanish-Americans who should be represented. They are not represented. They strongly feel that they should be represented on this Commission.

Mr. CLARK. The Senator is correct when he states that we would be shattering no precedents if we considered non-germane amendments. The Senator will recall that most of the nongermane amendments come from the other side of

the aisle. But on our side of the aisle we like to think we proceed in a more orderly manner.

Mr. TOWER. That is because that side is in the majority. If the worm ever turns, Senators on that side of the aisle might resort to the same device.

Mr. CLARK. Nevertheless, this amendment does not belong in this act.

Proceeding on the merits of the amendment, the Equal Employment Opportunity Commission is quite correct in the position which it takes; that is, that membership on this Commission should not be representative of specific minority groups. There is nothing in the act which provides that members of the Commission should be selected because they are Jews, Catholics, Protestants, women, American Indians, or members of any other racial or ethnic group.

Mr. TOWER. Mr. President, will the Senator yield?

Mr. CLARK. Yes.

Mr. TOWER. May I say, by way of explanation, that my amendment does not specifically propose to place on the Commission any member of Spanish-American background, but I am making legislative history and saying that this is what we expect should be done.

Mr. CLARK. I think the Senator has made this legislative history. I agree that there is nothing in the language that requires the appointment to the Commission of Spanish-Americans, but the Senator from Texas makes abundantly clear that he wants to increase the Commission in order that there will be appointed a particular minority group member. This is the first effort to create such a situation and it is unsound.

Such commissions should be composed of American citizens without regard to color, racial origin, or sex. I think it would be a step backward to adopt the amendment which the Senator from Texas desires.

Let me point out that this proposal would give the Equal Employment Opportunity Commission a larger membership as compared with memberships of other quasi-judicial commissions.

The PRESIDING OFFICER. The time of the Senator has expired.

Mr. CLARK. I yield myself an additional 5 minutes.

Thus, the Equal Employment Opportunity Commission, which has a total of 314 employees and a budget of \$5.2 million is, relatively speaking, in terms of Federal agencies, a small operation.

The Civil Service Commission, which has 4,487 employees, and a budget of \$129,160,000, has a membership of only 3 Commissioners.

I could go down the list of the Civil Aeronautics Board, the Federal Communications Commission, the Federal Power Commission, the Federal Trade Commission, the Interstate Commerce Commission, the National Labor Relations Board, and the Securities and Exchange Commission.

In each instance, with the exception of the Interstate Commerce Commission and the Federal Communications Commission, the membership is no greater than the present membership of the

Equal Employment Opportunity Commission.

Mr. President, I ask unanimous consent that a list showing the names of the quasi-judicial agencies, number of employees, budget, and the members of the Commission, may be printed in the RECORD at this point.

There being no objection, the extract was ordered to be printed in the RECORD, as follows:

Agency	Employees	Budget	Membership
EEOC	314	\$5,200,000	5
CSC	4,487	129,160,000	3
CAB	839	12,000,000	5
FCC	1,558	17,338,500	7
FPC	1,179	14,000,000	5
FTC	1,141	14,000,000	5
ICC	2,382	27,759,000	11
NLRB	2,343	30,442,000	5
SEC	1,412	17,250,000	5

Mr. CLARK. There is presently one vacancy on the Commission. There will be another one next year. I would suggest to my good friend from Texas that he is making his views known and that his course of action should be to bring home to the President, who makes these appointments, and to the Senate which confirms them, that when these two vacancies are filled they be filled by members of the background of which he speaks.

Mr. TOWER. Mr. President, will the Senator yield to me at this moment?

Mr. CLARK. I yield.

Mr. TOWER. Mr. President, I ask for the yeas and nays on my amendment.

The yeas and nays were ordered.

Mr. CLARK. The present members of the Commission are Stephen N. Shulman, white, and of Jewish faith; Luther Holcomb, white, of Protestant faith; Aileen Hernandez, a Negro woman, of Protestant faith—the name would seem to indicate some affiliation with the background, which the Senator from Texas now speaks.

Mr. TOWER. May I say that Mrs. Hernandez is married to a citizen of Latin American background, but citizens of that background do not consider that proper representation.

Mr. CLARK. The fourth member of the Commission, Samuel Jackson, is a Negro and the fifth spot is vacant.

I would think that putting this amendment into the law would be an inappropriate way to achieve his purpose.

Surely we want to avoid using representation of a special interest group as a criterion for selecting members of administrative and regulatory agencies. This is the hard rock on which my objection to the amendment is based.

Mr. President, I reserve the remainder of my time.

Mr. TOWER. Mr. President, let us be very candid. The primary purpose of the civil rights bill—and I think the primary thrust behind it—was really to protect the American Negro, who has been more discriminated against than any other minority group in this country. Let us be candid further: It is not coincidental that half of the members of the Commission are Negroes.

The fact does remain that the Latin Americans are not represented on the Equal Employment Opportunities Commission. They are the second largest minority group in the United States of America, and they should be represented. I know we included religion and sex and everything else, but there is very little discrimination in this country on the basis of creed. I do not even know how to define the term "creed." There is very little discrimination in this country on the basis of religion; and there is very little discrimination on the basis of sex, except some archaic laws that still discriminate against women. But there certainly is considerable discrimination against our Latin American citizens; nobody is capable of understanding the problems of our Latin American citizens except people who are members of that particular ethnic group.

It is argued that the Interstate Commerce Commission normally has five members, as do various of the other commissions, such as the Civil Aeronautics Board, the Federal Communications Commission—which has seven, the Federal Power Commission, and the Federal Trade Commission.

But those five-member commissions, and others, deal with specific types of business or trade or professional activity. We are dealing with a multifarious subject when we talk about civil rights and discrimination. We must remember that there are various kinds of discrimination against various groups in various parts of the country; and I think they should be as well represented as possible. Therefore, I think it is mandatory that we expand the membership of this commission to allow for a broader base of representation. I would say it would be a good idea for American Indians to be represented, because American Indians are discriminated against in this country, too, and they have some very special problems.

Certainly, however, the second largest minority group in the United States should be represented on the commission; and I think the only way we can make the commission broad enough to include a broad-based representation is to increase the membership. Therefore, I urge the adoption of my amendment.

Mr. CLARK. Mr. President, in conclusion, I must oppose the Senator's amendment. I believe it is unsound administratively, and would be a mistake.

There is a vacancy on the Commission. The Senator from Texas should make his representation to the President of the United States, and suggest that that vacancy be filled by a Mexican-American. There will be another vacancy next year. That is the way to do it; not by tacking a nongermane amendment on this bill.

Mr. MANSFIELD. Mr. President, will the Senator yield?

Mr. CLARK. Mr. President, I yield to the Senator from Montana as much time on the bill as he may require.

Mr. MANSFIELD. Mr. President, I would not make this request except that an unusual circumstance has developed.

BIGHORN CANYON NATIONAL RECREATION AREA

Mr. MANSFIELD. Mr. President, I ask that the Chair lay before the Senate the message from the House of Representatives on S. 491.

The PRESIDING OFFICER laid before the Senate the amendment of the House of Representatives to the bill (S. 491) to provide for the establishment of the Bighorn Canyon National Recreation Area, and for other purposes, which was to strike out all after the enacting clause and insert:

That (a) in order to provide for public outdoor recreation use and enjoyment of the proposed Yellowtail Reservoir and lands adjacent thereto in the States of Wyoming and Montana by the people of the United States and for preservation of the scenic, scientific and historic features contributing to public enjoyment of such lands and waters, there is hereby established the Bighorn Canyon National Recreation Area to comprise the area generally depicted on the drawing entitled "Proposed Bighorn Canyon National Recreation Area", LNPWMW-010A-BC, November 1964, which is on file in the Office of the National Park Service, Department of the Interior.

(b) As soon as practicable after approval of this Act, the Secretary of the Interior shall publish in the Federal Register a detailed description of the boundaries of the area which shall encompass, to the extent practicable, the lands and waters shown on the drawing referred to in subsection (a) of this section. The Secretary may subsequently make adjustments in the boundary of the area, subject to the provisions of subsection 2(b) of this Act, by publication of an amended description in the Federal Register.

SEC. 2. (a) The Secretary is authorized to acquire by donation, purchase with donated or appropriated funds, exchange, or otherwise, lands and interests in lands within the boundaries of the area. The Secretary is further authorized to acquire, by any of the above methods, not to exceed ten acres of land or interests therein outside of the boundaries of the area in the vicinity of Lovell, Wyoming, for development and use, pursuant to such special regulations as he may promulgate, as a visitor contact station and administrative site. In the exercise of his exchange authority the Secretary may accept title to any non-Federal property within the area and convey in exchange therefor any federally owned property under his jurisdiction in the States of Montana and Wyoming which he classifies as suitable for exchange or other disposal, notwithstanding any other provision of law. Property so exchanged shall be approximately equal in fair market value: *Provided*, That the Secretary may accept cash from, or pay cash to, the grantor in such an exchange in order to equalize the values of the properties exchanged. Any property or interest therein owned by the State of Montana or the State of Wyoming or any political subdivision thereof within the recreation area may be acquired only by donation.

(b) No part of the tribal mountain lands or any other lands of the Crow Indian Tribe of Montana shall be included within the recreation area unless requested by the council of the tribe. The Indian lands so included may be developed and administered in accordance with the laws and rules applicable to the recreation area, subject to any limitation specified by the tribal council and approved by the Secretary.

(c) (1) Notwithstanding any other provisions of this Act or of any other law, the Crow Indian Tribe shall be permitted to develop and operate water-based recreational

facilities, including landing ramps, boat-houses, and fishing facilities, along that part of the shoreline of Yellowtail Reservoir which is adjacent to lands comprising the Crow Indian Reservation. Any such part so developed shall be administered in accordance with the laws and rules applicable to the recreation area, subject to any limitations specified by the tribal council and approved by the Secretary. Any revenues resulting from the operation of such facilities may be retained by the Crow Indian Tribe.

(2) As used in this subsection the term "shoreline" means that land which borders both Yellowtail Reservoir and the exterior boundary of the Crow Indian Reservation, together with that part of the reservoir necessary to the development of the facilities referred to in this subsection.

SEC. 3. (a) The Secretary shall coordinate administration of the recreation area with the other purposes of the Yellowtail Reservoir project so that it will in his judgment best provide (1) for public outdoor recreation benefits, (2) for conservation of scenic, scientific historic, and other values contributing to public enjoyment, and (3) for management, utilization, and disposal of renewable natural resources in a manner that promotes, or is compatible with, and does not significantly impair, public recreation and conservation of scenic, scientific, historic, or other values contributing to public enjoyment.

(b) In the administration of the area for the purposes of this Act, the Secretary may utilize such statutory authorities relating to areas administered and supervised by the Secretary through the National Park Service and such statutory authorities otherwise available to him for the conservation and management of natural resources as he deems appropriate to carry out the purposes of this Act.

SEC. 4. The Secretary shall permit hunting and fishing on lands and waters under his jurisdiction within the recreation area in accordance with the appropriate laws of the United States and of the States of Montana or Wyoming to the extent applicable, except that the Secretary may designate zones where, and establish periods when, no hunting or fishing shall be permitted for reasons of public safety, administration, fish or wildlife management, or public use and enjoyment, and except that nothing in this section shall impair the rights under other law of the Crow Tribe and its members to hunt and fish on lands of the Crow Tribe that are included in the recreation area, or the rights of the members of the Crow Tribe to hunt and fish under section 2(d) of the Act of July 15, 1958. Except in emergencies, any regulations of the Secretary pursuant to this section shall be put into effect only after consultation with the Montana Fish and Game Department or the Wyoming Game and Fish Commission.

SEC. 5. There is hereby authorized to be appropriated not more than \$355,000 for the acquisition of land and interests in land pursuant to this Act.

Mr. MANSFIELD. Mr. President, I move that the Senate concur in the House amendment to S. 491, with an amendment, which I send to the desk.

The PRESIDING OFFICER. The amendment will be stated.

The LEGISLATIVE CLERK. On page 3, line 6, after the word "donation", to strike the period and insert "or exchange."

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Montana.

The motion was agreed to.

Mr. MANSFIELD. Mr. President, I wish to take this occasion to extend my

congratulations to the distinguished Senator from Wyoming [Mr. SIMPSON], to his colleague [Mr. McGEE], and to my colleague [Mr. METCALF] for the fine work the three of them have performed in getting this most important bill, which will be of such great benefit to our two States, passed, and in having added to it the amendment which will make certain that it will become law before this session completes its business.

Mr. SIMPSON. Mr. President, will the Senator yield?

Mr. MANSFIELD. I yield.

Mr. JAVITS. I yield the Senator from Wyoming as much time as he may desire.

Mr. SIMPSON. Mr. President, I wish to thank the distinguished majority leader for bringing up once again on the floor of the Senate, S. 491, a bill establishing the Bighorn Canyon National Recreation Area in Wyoming and Montana. His bull-dog tenacity has again prevailed.

As suggested by the majority leader, it is imperative that this bill receive the approval of the Senate at this time. Otherwise the bill is threatened with extinction. A similar bill was introduced in the 88th Congress and received passage in the Senate but failed to pass the House. This bill which we are now considering in this Congress was reported to the Senate on February 9, 1965, by the Interior and Insular Affairs Committee Report No. 64. On February 10, 1965, it passed the Senate. A companion bill H.R. 2778 was introduced by Congressman JIM BATTIN, of Montana, in the House and passed the House September 17, 1966. However, the House included certain amendments concerning the acquisition of State-owned lands. Subsequently the House passed S. 491, as amended, in lieu of the previously passed Battin bill.

We now consider S. 491 again to accept the compromise language as suggested by our majority leader. This language has been worked out between the offices of the four Senators from the States of Wyoming and Montana, the able chairman of the Senate Interior Committee [Mr. JACKSON] and those interested leaders in the House of Representatives, principally Congressman BATTIN. S. 491 as amended by us here will then go back to the House for identical amendment. The bill will then be ready for the President's signature and can at long last be made law.

I urge the Senate to consider favorably the amendment as suggested by the majority leader.

ECONOMIC OPPORTUNITY AMENDMENTS OF 1966

The Senate resumed the consideration of the bill (S. 3164) to provide for continued progress in the Nation's war on poverty.

Mr. TOWER. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. TOWER. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. TOWER. Mr. President, I yield back the remainder of my time.

Mr. CLARK. I yield back the remainder of my time.

The PRESIDING OFFICER. All time having been yielded back, the question is on agreeing to the amendment of the Senator from Texas. On this question, the yeas and nays have been ordered, and the clerk will call the roll.

Mr. MONRONEY (when his name was called). On this vote, I have a live pair with the distinguished senior Senator from Texas [Mr. YARBOROUGH]. If he were present and voting, he would vote "yea"; if I were permitted to vote, I would vote "nay." Therefore, I withhold my vote.

The legislative clerk resumed and concluded the call of the roll.

Mr. LONG of Louisiana. I announce that the Senator from New Mexico [Mr. ANDERSON], the Senator from Illinois [Mr. DOUGLAS], the Senator from Mississippi [Mr. EASTLAND], the Senator from Alaska [Mr. GRUENING], the Senator from Indiana [Mr. HARTKE], the Senator from Arizona [Mr. HAYDEN], the Senator from North Carolina [Mr. JORDAN], the Senator from Massachusetts [Mr. KENNEDY], the Senator from Arkansas [Mr. McCLELLAN], the Senator from Wyoming [Mr. McGEE], the Senator from New Hampshire [Mr. McINTYRE], the Senator from Montana [Mr. METCALF], the Senator from Minnesota [Mr. MONDALE], the Senator from Oregon [Mrs. NEUBERGER], the Senator from Florida [Mr. SMATHERS], and the Senator from New Jersey [Mr. WILLIAMS] are necessarily absent.

I also announce that the Senator from Tennessee [Mr. BASS], the Senator from Idaho [Mr. CHURCH], the Senator from Louisiana [Mr. ELLENDER], the Senator from Michigan [Mr. HART], the Senator from Hawaii [Mr. INOUE], the Senator from Washington [Mr. MAGNUSON], the Senator from Virginia [Mr. ROBERTSON], the Senator from Alabama [Mr. SPARKMAN], the Senator from Mississippi [Mr. STENNIS], and the Senator from Texas [Mr. YARBOROUGH] are absent on official business.

I further announce that, if present and voting, the Senator from Mississippi [Mr. EASTLAND], the Senator from Wyoming [Mr. McGEE], the Senator from Virginia [Mr. ROBERTSON], the Senator from Florida [Mr. SMATHERS], the Senator from Alabama [Mr. SPARKMAN], and the Senator from North Carolina [Mr. JORDAN] would each vote "nay."

On this vote, the Senator from Louisiana [Mr. ELLENDER] is paired with the Senator from Massachusetts [Mr. KENNEDY]. If present and voting, the Senator from Louisiana would vote "nay" and the Senator from Massachusetts would vote "yea."

Mr. DIRKSEN. I announce that the Senators from Colorado [Mr. ALLOTT] and Mr. DOMINICK], the Senator from Utah [Mr. BENNETT], the Senator from

Kentucky [Mr. COOPER], the Senator from Nebraska [Mr. CURTIS], and the Senator from Michigan [Mr. GRIFFIN] are necessarily absent.

The Senator from Hawaii [Mr. FONG], the Senator from California [Mr. KUCHEL], and the Senator from Pennsylvania [Mr. SCOTT] are absent on official business.

If present and voting, the Senator from Colorado [Mr. DOMINICK], and the Senator from Utah [Mr. BENNETT] would each vote "yea."

On this vote, the Senator from Nebraska [Mr. CURTIS] is paired with the Senator from Hawaii [Mr. FONG]. If present and voting, the Senator from Nebraska would vote "yea" and the Senator from Hawaii would vote "nay."

On this vote, the Senator from Colorado [Mr. ALLOTT] is paired with the Senator from Pennsylvania [Mr. SCOTT]. If presented and voting, the Senator from Colorado would vote "yea" and the Senator from Pennsylvania would vote "nay."

The result was announced—yeas 25, nays 39, as follows:

[No. 273 Leg.]

YEAS—25

Aiken	Hruska	Prouty
Boggs	Jordan, Idaho	Saltonstall
Carlson	Kennedy, N.Y.	Simpson
Case	Miller	Thurmond
Cotton	Montoya	Tower
Dirksen	Morton	Williams, Del.
Dodd	Mundt	Young, N. Dak.
Fannin	Murphy	
Hickenlooper	Pearson	

NAYS—39

Bartlett	Hill	Nelson
Bayh	Holland	Pastore
Bible	Jackson	Pell
Brewster	Javits	Proxmire
Burdick	Lausche	Randolph
Byrd, Va.	Long, Mo.	Ribicoff
Byrd, W. Va.	Long, La.	Russell, S.C.
Cannon	Mansfield	Russell, Ga.
Clark	McCarthy	Smith
Ervin	McGovern	Symington
Fulbright	Morse	Talmadge
Gore	Moss	Tydings
Harris	Muskie	Young, Ohio

NOT VOTING—36

Allott	Griffin	McIntyre
Anderson	Gruening	Metcalf
Bass	Hart	Mondale
Bennett	Hartke	Monroney
Church	Hayden	Neuberger
Cooper	Inouye	Robertson
Curtis	Jordan, N.C.	Scott
Dominick	Kennedy, Mass.	Smathers
Douglas	Kuchel	Sparkman
Eastland	Magnuson	Stennis
Ellender	McClellan	Williams, N.J.
Fong	McGee	Yarborough

So Mr. Tower's amendment was rejected.

The PRESIDING OFFICER. The bill is open to further amendment.

Mr. PROUTY. Mr. President, we commence, now, with debate on the 1966 amendments to the law which is supposed to be designed to eliminate poverty in our Nation. As ranking Republican member on the Manpower and Poverty Subcommittee which considered the pending bill, I wish to make some preliminary remarks.

First of all, all members of the subcommittee, and, indeed, all members of the Committee on Labor and Public Welfare, our parent committee, are always most agreeable to work with on this legislation or any other. The bill and its

subject matter lend themselves to encouragement of short tempers and efforts to assure that no State will be short-changed when the money is handed out. Even so, Mr. President, these built-in problems have not caused undue strain among our membership, and I am glad that this is so.

Mr. President, it is little more than idle chatter to blame our spiraling inflation entirely on the war in Vietnam. Certainly that war is costly, and those bills must be paid. There has been, however, precious little effort on the part of the administration to reduce Federal spending. Last Wednesday I wrote to the President in the hope that we may have the support of the administration in our efforts to help stem the inflationary spiral. I should like to read that letter to the Senate, since it is so intimately connected with the enormous amounts of money authorized by our committee in the pending bill:

SEPTEMBER 28, 1966.

The PRESIDENT,
Washington, D.C.

DEAR MR. PRESIDENT: Several times recently you have expressed fear that the economy was in danger of overheating.

I regret to say, Mr. President, that it is a very real and present danger. For the raging fires of inflation are destroying the value of our savings, consuming the purchasing power of our dollars and belching the black smoke of sky-rocketing interest rates over the torrid flames of spiraling increases in the cost of consumer goods.

That you are fully cognizant of what is happening is underscored by the fact that some of your key advisers are beginning to indicate the need for a general tax increase (presumably after the November elections) unless there are substantial reductions in Federal spending.

If the need for reducing cash flow into the economy via public sector programs is indeed pressing, and I think it is, then I respectfully suggest we avail ourselves of this timely opportunity to exercise restraint while not sacrificing the benefits from programs previously funded, now in operation and having widespread popular appeal.

But, Mr. President, you seem to have been saying that funds for such projects as the School Lunch Program, the School Milk Program, Payments to School Districts, Student Loan Programs, various Health and Medical Programs, including heart and cancer research, and many other programs too numerous to mention should either be drastically reduced or eliminated altogether, and that the money thereby saved should be used to fund new or relatively new and untried programs which some of your aides advocate. And the only option, or so it is said, is that if Congress insists on keeping programs it believes have served our citizens well it must also accept the new proposals and the people will have to pay the bill either through higher taxes or rampant inflation or both.

I am sure that neither you nor the Congress wishes to be confronted with these alternatives so perhaps the time has arrived for the President and the Congress "to come and reason together" in the hope that meaningful compromises can be reached.

Before bringing this already too long letter to a close I should like to call attention to the action taken by the Committee on Labor and Public Welfare on S. 3164 which authorizes funds for the War on Poverty.

The Committee during the final mark-up seemed determined to report the bill at any cost (no pun intended) and the final authorizations totaled \$2,496,000,000. This represented an increase of \$746,000,000 above your budget request.

Inasmuch as more than a quarter of the fiscal year has already gone it seemed wholly logical to reduce the authorizations by 25%. This would have brought about a reduction of \$624,000,000 and still left the authorizations \$122,000,000 above the budget request. But when I proposed the amendment it was summarily rejected.

And so, Mr. President, that is where the matter rests. As you know, I share something of your awareness of the needs of America's poor. To be effective the War on Poverty must have funds to assist in meeting the needs of our underprivileged children and culturally disadvantaged citizens.

Some functions of the War on Poverty are useful and constructive, but others are ill-conceived or poorly administered or carry cost factors which cannot be justified.

In my opinion, Mr. President, the program should be reviewed in its entirety and in much greater detail than was possible this year.

But in any event, it is my conviction that nothing approaching the funding authorized by the Committee can possibly be spent wisely or effectively during the balance of the present fiscal year.

If you share this view and are seriously concerned with current budgetary problems, I hope very much that the full weight of your influence and prestige will be brought to bear in order that meaningful reductions in the funding can be effectuated. Please be assured of my full cooperation.

Sincerely,

WINSTON PROUTY.

Now a few remarks on the bill itself.

As every Member of the Senate now knows, indeed, as anyone who is even slightly interested in the legislation knows, our committee reported a measure which totals in authorizations \$2,496 million for a period of less than three-quarters of a year—for a 9-month period of time. That, Mr. President, is authorizing for this war on poverty, and with precious little effort to be selective of the more worthwhile programs, at the rate of \$3,328 million per year. That, Mr. President, is almost twice the amount requested by the administration for fiscal 1967. It is also only a little bit less than twice the amount authorized by the Education and Labor Committee of the House of Representatives for the current fiscal year.

I shall not say that our committee has acted irresponsibly. I do think though, Mr. President, that the committee has acted with little regard for the poor against whom the present undeniable inflation operates most noticeably. With the cost of living index up during August more sharply than during any month in 9 years, and with real wages after taxes having actually declined during the second quarter of 1966, \$800 million additional money in the poverty bill is precious little solace for America's poor. Whatever little help this extra money might be among the Nation's poor will be flooded over by the further inflationary effect of the spending for experiment inherent in this bill. While our hearts might prove generous, our heads will have told us that our generosity will actually exist only in the press and in our campaign leaflets. The poor will have been fooled again.

Unfortunately, Mr. President, much of the money in this bill, over and above the administration request, is for programs, the substance of which, I venture to say without fear of serious challenge,

is presently unknown to anyone at poverty headquarters; indeed, probably not to anyone else.

Finally, Mr. President, programs for which no request had been made by the administration—indeed, I suspect, programs for which the Bureau of the Budget had made no commitment; indeed, had most probably counseled against were singularly successful in being adopted by the committee and the amount of authorization seemed to be of only minor consequence. And through it all, the ubiquitous poverty officials, not being required to say "yes, OEO can use the money" nevertheless, with a shrug of the shoulders and a quick little grin left with the committee what might very well have been an intended impression that yes, poverty would like very much to have any amount for whatever purpose is the committee's pleasure, without regard to the old Simon Legree of our melodrama—the Bureau of the Budget.

Mr. President, I am well aware, as I know everyone else is, that OEO is essentially an agency that likes to think of itself as an innovator, as a sort of "think" factory from which come glamorous, imaginative and hopeful ideas for assistance to the poor. I am not at all sold on it as an action agency; it still has to prove that it is capable of managing those programs which it has devised, to accomplish its supposed reason for existence. It is a pilot agency, a demonstration group. It therefore certainly does not need \$2.5 billion to function for a 9-month period. Although the poverty officials—our committee apparently cannot operate without them constantly in the committee room during executive sessions—at one point there were no less than 13 of them—more, even, than committee and Senator's personal staff members combined—minimized the idea that there are only 9 months to go in fiscal 1967, and that they had revised their figures to satisfy themselves that \$2.5 billion is really only 9 months' worth of poverty money, I have no doubt whatsoever that they would not have dared, indeed even have dreamed of coming into our committee in June to testify that for the full year 1967, their "revised" estimates would have shown that the poverty program would simply have collapsed unless we authorized \$3.3 billions of dollars in the face of a \$1.750 billion request by the administration. It is interesting that the "tacit" assent by the poverty officials to these vast increases in dollars, without any demonstration of need, or of hearings on the subject, is made only in executive sessions of the Committee on Labor and Public Welfare.

I am not at all sure that this administration would not be well advised to get its own house in order and learn beforehand just to what extent officials of the Office of Economic Opportunity are responsible to it when they conduct a fund drive out of hearing of the public in the normally sacrosanct privacy of a Senate committee. The administration would do well to speak with only one mouth or at least only one side of a single one.

Mr. President, I have remarked about the "think factory" nature of the poverty program offices. It apparently likes

to experiment with new ideas. That is a commendable practice, but I do not think it needs one of the largest appropriations in the Government for pilot and demonstration projects. Think it can surely do, and those thoughts have indeed produced some commendable results. But it can do a much more commendable job with the funds which the administration requested.

There are many good ideas coming from OEO, and in the pursuit of their development, I think that poverty officials are being modest when they say they can use practically an unlimited amount of money in the pursuit of them. However, Mr. President, nothing has seemed to me more unrealistic, nothing appears more ostrich-like than the performance of the well-intentioned poverty officials in seclusion with our committee. And, I regret to say, nothing seems to me more illusory than the action by our committee in reporting this bill with authorizations to the tune of \$750 million above the administration request. I think floor action on this bill will demonstrate that the poor people of this Nation deserve better than a bill with high sounding phrases and naive good intentions. They deserve help with fighting inflation, with increasing the purchasing power of the dollars they have and can earn. They are entitled to action by the Senate and Congress which will enhance the economic climate in which this war on poverty can be fought. They do not deserve action by the Senate which will sink them further in the mire of economic hardship and futility during the approaching winter months.

They should not have to look forward to a winter of desperation.

Mr. President, it is my understanding that next year, a long hard look—in depth—will be taken by our committee on all aspects of the war on poverty and its administration by the Office of Economic Opportunity. That is a fine idea, and I sincerely hope that our committee will begin this study as soon as the new Congress convenes in January.

The hope of this searching investigation into the poverty law, has caused me to decide not to offer major substantive changes in the law by way of amendment.

If we do not make substantive amendments in the poverty law, Mr. President, there is one way in which we can help the poor of this Nation. We can, indeed we must, strain every legislative muscle that we have to check the adverse effects of inflation on our Nation's poor. We can do this only through restraint on Federal spending. We can do this only by acting with responsibility on the pending legislation.

At the present time, the singularly most effective bill we can pass to help fight the war on poverty, is one which will most surely head off any future acceleration in the current inflationary spiral.

It is with the poor in mind that I hope the Senate will weigh amendments which will accomplish this purpose.

Mr. CLARK. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. CLARK. Mr. President, I send to the desk a purely technical amendment, and ask that it may be read, and I yield myself such time as may be necessary.

The PRESIDING OFFICER. The amendment offered by the Senator from Pennsylvania will be stated.

The ASSISTANT LEGISLATIVE CLERK. It is proposed, on page 38, line 2, to strike out "1501" and insert in lieu thereof "1502."

Mr. CLARK. Mr. President, this amendment corrects a typographical error. I have cleared it with the Senator from Vermont [Mr. PROUTY]. There is no controversy about it.

I yield back the remainder of my time on the amendment.

Is the Senator from Vermont willing to yield back his time on the amendment?

Mr. PROUTY. Yes.

The PRESIDING OFFICER. All time on the amendment has been yielded back.

The question is on agreeing to the amendment.

The amendment was agreed to.

Mr. CLARK. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. CLARK. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. CLARK. Mr. President, I yield 35 minutes on the bill to the Senator from New York [Mr. KENNEDY].

Mr. KENNEDY of New York. Mr. President—

Laws—

Said Lord Acton—

should be adapted to the benefit of those who have the greatest stake in their community, those for whom misgovernment means not stinted luxuries and mortified pride, but want and pain, and degradation and risk to their lives and to their children's souls.

This week the Senate will be tested against that prescription of an English Tory.

This week America will test itself against its own dream—a nation in which all have the opportunity to share the rights and privileges and duties of democracy.

It is not the first such test, nor will it be the last.

But it is perhaps the most significant test this year of whether we as a nation, we as individuals, mean what we say about equal opportunity for all.

The Economic Opportunity Act—the war on poverty—is not perfect.

No one—not its administrators, not its staunchest defenders—contends that it cannot be, or should not be, improved in many significant respects.

Nor is it the only Government program which in some way is addressed to the needs of the poor.

There are job-training programs in the Department of Labor.

There are programs for education and welfare and health in the Department of Health, Education, and Welfare. There are housing programs in the Department of Housing and Urban Development.

And there are private efforts, in every State and city in the Nation, which help poor people in a myriad of ways.

But the war on poverty is unique.

The war on poverty, like it or not, is the single outstanding commitment this Nation has made to the principle that poverty must be abolished.

Not just that fathers shall not be without jobs, and children without education, and mothers without medical care—though it is all of these.

The war on poverty is a commitment to the principle that every American shall have the same opportunities to make a life for himself and for his own children—and the same opportunity to share in the government of his city and State and country, the same opportunity to share in the great enterprises of American public life.

Long ago the ideals of this program were set forth by John Adams.

"The poor man's conscience is clear," he wrote, "yet he is ashamed."

He feels himself out of the sight of others, groping in the dark.

Mankind takes no notice of him.

He rambles and wanders unheeded.

In the midst of a crowd, at church, in the market, he is in as much obscurity as he would be in a garret or a cellar.

He is not disapproved, censured, or reproached; he is only not seen. To be wholly overlooked and to know it, are intolerable.

If Crusoe on his island had the library of Alexandria, and a certainty that he should never again see the face of man, would he ever open a volume?

This is the legislation—this is the public declaration—that the poor of America are not ignored, not forgotten—that we are willing to see them, and hear them and act with them to help them help themselves, to be active and productive citizens, and not passive recipients of whatever is left over from our riches.

It has been said that few oppose the principle of the war on poverty.

Few would propose to eliminate it entirely.

All that is proposed is that we limit this authorization to the figure proposed in the President's budget—that we authorize a total of \$1.75 billion, rather than the \$2.5 billion recommended by the committee.

These are difficult times, it is said.

We have a war in Vietnam, it is said.

We have a threat of inflation, interest rates are too high, the stock market is tumbling.

We must not spend too much.

This is a legitimate question: Why spend more than the President has requested?

The answer comes from other questions:

What is the need?

What will the committee authorization do which the President's budget will not do?

The committee has added \$746 million to the administration request.

The major elements in the addition are: \$196 million for the Neighborhood Youth Corps; \$150 million for special impact programs in high concentration of poverty areas; \$200 million for Headstart programs; \$100 million for neighborhood health centers in poverty areas; \$100 million for community action programs.

These increases are overwhelmingly directed to the needs of young people.

They were added to the bill because the committee found—as all of us know—that the condition of poor young people in this country is a national disgrace and a profound national danger.

The evidence is all around us:

Sunday, for example, the New York Times reported that young Negroes—who are poor in far greater proportion to their numbers than white young people—also fail the simple Armed Forces qualification test in far greater proportion.

Sixty-seven point five percent of all Negro youth fail the test—67.5 percent are rejected by the Armed Forces on mental grounds alone.

Whites fail this test, too—nearly 20 percent.

The significance of the difference, of course, is not that poor youth of one race or another deserve greater help.

We have an obligation to help them all do better. But the statistics do show, if we needed such evidence, that we simply cannot allow our youth to languish in poverty, unfit to serve the country, unable to help themselves or their families, certain to be a burden on society for the rest of their days.

And these young men are willing to serve their country—despite their deprivation and the prejudice, discrimination, and harshness that their parents and their parents' parents have faced in this country in our society. Negroes, 11 percent of the population, suffer 22 percent of all combat deaths in the jungles of Vietnam.

To allow these conditions to continue is to court certain danger, as well.

In the last few months, almost every major city has seen terrible outbreaks of violence—senseless, terrible rioting, the police forces of a dozen major cities unable to cope unaided with it.

Who are the rioters?

Where do they come from, why do they riot?

Our most careful and exhaustive study comes from the Governor's Commission To Study the Watts Rioting, headed by Mr. John McCone, the former head of the Central Intelligence Agency, a man I believe who justifiably commands the wholehearted respect of every Member of the Senate.

The McCone Commission found that the riots were caused, more than anything else, by the terrible frustration and alienation of the young Negroes of the impoverished ghetto.

The typical rioter was 17, from a fatherless home, unemployed, out of school, without any hope for the future—the typical rioter, the typical dropout, the typical Armed Forces rejectee.

Do we realize that there are in our major cities, over 500,000 such youth?

Can we comprehend that hundreds of thousands more are literally lost to our sight—that they are uncounted by the census, unseen by the unemployment statistics, not on the school rolls, simply drifting about our cities waiting for an explosion to happen—or to make that explosion happen?

Seventeen percent of all Negro teenagers are uncounted by the census—indeed, even in the prime working age group, 30 to 34, 13 percent are uncounted.

Our society now has no use, no function, for these people.

Employers do not hire them; the schools have no place for them; the Army rejects them.

They are for all the world like so many starlings or spent matches, there but unseen—until, on occasion, they riot.

We all see them then.

Last month, the Labor Department reported that 950,000 new jobs were created for teenagers in the last year.

But only 33,000—about 3 percent—went to Negroes.

A Department spokesman said that "they just don't have the connections."

Nor do they—connections to education or jobs or family.

That is what the committee is trying to remedy.

First, the committee bill tries to connect them to education.

There are 3 million children of poor families in the United States just between the ages of 3 and 5.

Children of poor families participate in regular preschool programs far less than do children of families which are not poor: 38.1 percent of poor 5-year-olds are enrolled in such programs, for example, as against 77.6 percent of 5-year-olds who are not poor.

Yet clearly, children of poor families need such programs the most.

It is the children of poor families who suffer from mental retardation at a rate seven times greater than children from families who are not poor.

Operation Headstart is designed to meet this need.

In city after city, State after State Headstart has done what its name says—it has given tens of thousands of poor children their first window on the world, their first understanding of language and color and number, some minimal preparation for learning.

The administration bill would provide for full-year Headstart programs for only 170,000 children—out of the 3 million children of poor families aged 3 to 5.

The Office of Economic Opportunity already has on hand registration of intent forms, filed by local agencies all over the country, for 320,000 children, and says that the total will shortly climb to 400,000.

But under the administration request, 30 out of the 50 States will be barred

from starting any new Headstart programs.

That is why the committee authorizes an additional \$200 million for Headstart: to meet at least that demand for programs which can be reasonably expected to be fully used this year 328,000.

The extra money will make a difference for over 150,000 children.

And perhaps, 10 or 15 years in the future, our successors will not have to ask—at least as to these 150,000 children—why 67.5 percent of them cannot pass an eighth-grade equivalent test.

The committee has also attempted to connect poor youth to education at a higher level—at high school.

The Secretary of Labor has testified that there are at least 1.2 million young people in this country between the ages of 16 and 18, who should be in school—and need part-time work to earn the money they need to stay in school.

In city after city, the Neighborhood Youth Corps has helped them earn that money—and stay in school.

In Providence, R.I., for example, the dropout rate decreased by 30 percent; in Detroit, the dropout rate for participants in the Neighborhood Youth Corps program was half the rate for those who could not participate.

Every one of these young people adds to the strength of this country when he stays in school, and learns the value of work, and learns that we care what happens to him.

There are other young people, already dropped out of school, for whom the inschool programs of the Neighborhood Youth Corps are inapplicable.

They need full-time work, and counseling, and supplementary education especially tailored to their situation.

Some of these youth are in the cities, the homeless and jobless and alienated; others sit in rural hollows, farm jobs gone, or mines closed, without the education and training needed by an increasingly industrial society.

For all of these the Neighborhood Youth Corps offers new opportunity, new hope, a chance for useful activity now and a life of contribution and self-sufficiency later.

From Kinloch, Mo., to Oakland, Calif., from Covington, Ky., to Newark, N.J., the Neighborhood Youth Corps has proved its worth—most dramatically in the sharply lower rates of juvenile crime that have followed its progress.

That is why the committee has increased Neighborhood Youth Corps funds by \$196 million, from \$300 million to \$496 million: to provide 65,000 more part-time jobs to keep young people in school; and 25,000 more jobs for those who have already left school.

If we were to try to meet the full need, we might have provided billions for the Neighborhood Youth Corps alone; the committee figure is the amount that it is absolutely clear can usefully be spent under the present administrative competence of the Labor Department and relevant local agencies.

It is also the least we can do.

The committee would also move further to connect poor youth to work—both directly and through their parents.

Unemployment is now the most serious problem facing poor people—particularly Negroes, particularly young people, most severely of all the young Negroes of the urban ghetto.

The White House Conference on Civil Rights placed employment and income problems of Negroes at the head of its agenda for action in the United States.

Negro unemployment—

It said—

is of disaster proportions.

Even in today's booming economy, the unemployment rate for Negroes is about seven percent—more than twice the average for whites.

And the latest Department of Labor studies show that Negro unemployment in this "overheated" economy is increasing, and is now over 8 percent.

The gap between whites and nonwhites—

Continued the White House Conference—

is even greater for married people and heads of households who are most in need of a job to support their families.

In some areas such as Watts in Los Angeles, the rate of unemployment among Negroes is as high as forty percent.

The McCone Commission looked into the Watts riots—and said that the most serious problem in Watts is unemployment.

The Wall Street Journal looked at Oakland—and said that the core of Oakland's plight is unemployment.

Kenneth Clark's pioneering Haryou study looked at Harlem—and said that Harlem's key problem is unemployment.

We simply must do more to see that people get off welfare, off the streets, and into decent, productive jobs.

This is so for men and youth; it is even more important for their children.

We know the importance of strong families to development; we know that financial security is important for family stability and that there is strength in the father's earning power.

But in dealing with Negro families, we have too often penalized them for staying together.

As Richard Cloward said:

Men for whom there are no jobs will nevertheless mate like other men, but they are not so likely to marry.

Our society has preferred to deal with the resulting female-headed families not by putting the men to work but by placing the unwed mothers and children on public welfare—substituting check-writing machines for male wage-earners.

By this means we have robbed men of manhood, women of husbands, and children of fathers.

To create a stable monogamous family, we need to provide men (especially Negro men) with the opportunity to be men, and that involves enabling them to perform occupationally.

But we are not now meeting this challenge.

No Government program now operating gives an substantial promise of meeting the unemployment crisis affecting the Negro of the cities.

The Manpower Development and Training Act, the Vocational Education Act, the Economic Development Act, the Elementary and Secondary Education Act—these and similar efforts have been going on for some years.

Yet in the last 5 years, while family income nationally was increasing 14 percent, family income in Watts dropped by 8 percent.

And though special censuses have not been taken in other cities, anyone who walks the streets of Bedford Stuyvesant or Harlem or Southside Chicago knows that the same decrease of income, the same collapse into deeper misery, has been occurring all over the country.

Therefore the committee has acted on two provisions to improve employment among the poor.

The first is in section 205 of the act.

This is a program for the employment training of poor people to work in fields related to the public welfare such as health or community redevelopment in which there are presently unmet needs for better service, for more hands to improve our society.

The second is an extension of this principle to the areas of greatest need within our society—training and employing poor people, through private industry and local agencies, to work on the improvement of the ghettos of poverty where they now live.

This program will provide, on an experimental basis, a minimum of 30,000 jobs for those in the greatest need of employment.

The program does not begin to meet the universe of need.

In our urban ghettos alone, as I have said, there are hundreds of thousands of young people and adults desperately in need of the jobs that will be created by this program.

The extent of the need is further apparent from the shocking statistics of Federal aid to dependent children: in New York City alone, ADC costs the Federal Government \$20 million each month; in our five largest cities, the annual ADC bill is over \$500 million.

Housing, an appropriate subject for programs under this amendment, is an equally great need; 43 percent of all Negro housing is inadequate, and 14,000 children are injured or infected by rat bites each year.

Child health—which may be acted upon by programs under this amendment, as well as by the neighborhood health center program of title II—is poor and care inadequate.

Infant mortality in the ghettos is more than twice the rate outside—for example in Bedford-Stuyvesant in New York, whose rate of over 40 per thousand is one-third higher than the rate in the underdeveloped Communist country of Yugoslavia.

Half of all babies born in Manhattan last year had no prenatal care at all; the rate of mental retardation among poor people in these poverty ghettos is seven times higher than the rate among the more fortunate.

But if this program does not begin to meet our needs, still it is a beginning

of a beginning—an attempt to show that we can, with the cooperation of private enterprise, make all our cities decent places to live and work and raise a family.

And it is a program which the executive departments have assured the committee that they can administer, an authorization they know they can spend, well within their capacity to administer.

For this program—for this minimal attention to the greatest present cause of tension and difficulty in our domestic order—the committee has authorized \$150 million.

Still the question comes: even if we know that more is needed—and we know that more is needed; even if we know that the executive departments can usefully administer greater sums—and they have assured us that they can administer the increased amounts; still, is there not a war in Vietnam, a straitened budget, a need to curtail Government expenditure?

Certainly none of us is against economy; none of us wants to spend more than we need to.

But where is the truest economy?

When we talk of taxation, we too often think—in this Chamber—of Federal excise and income taxes only.

But the burden of local property taxes in cities and counties across the country is already the heaviest property owners can reasonably be expected to bear.

And the cost of juvenile delinquency, of mental retardation, of extra police, of the myriad welfare programs we must provide for the jobless, the hopeless, the abandoned, the unemployable—these costs, in the billions of dollars, are paid by these local property owners.

When a man goes to work, when his family goes off the relief rolls, when he moves from subsidized housing, when he begins to pay taxes, local tax rates can decline or be held within reasonable bounds. But the burden on property owners can only increase if we continue to shirk programs which prepare people for jobs in favor of leaving them to public charity.

The Secretary of Labor testified that the juvenile delinquency rate in some cities has dropped as much as 80 percent when poverty programs were undertaken.

What is the cost of a juvenile delinquent who burdens society all his subsequent life?

The Director of OEO estimated that one of these lost youth could cost us at least \$100,000 during his lifetime.

If a child's early deprivation results in mental retardation, it will cost the State nearly a quarter of a million dollars to care for him in an institution for his lifetime.

The Watts riot alone cost over \$40 million.

So there should be no question of where the true economy lies.

And let us consider also the other items, the other programs, on which the executive branch, and we in the Congress, have thought it worthwhile to spend money.

I cite these examples not to say that they are necessarily wasteful, that they should be abandoned.

Many of them I have voted for, and will continue to support.

What I do site them for is to show how meager in comparison is the sum we propose, as a nation, to spend on the key to our future—the elimination of the inequalities of poverty.

When we consider whether to spend \$150 million for employment; or \$200 million more for Headstart; or \$100 million for more for health centers; let us consider also that we are willing to spend \$100 million for a single irrigation project; \$180 million for the development of a supersonic transport for an aviation industry which had a net profit, in 1965, or of over \$366 million; \$50 million to subsidize the construction of airports; \$82 million for water recreation areas; \$92 million for highway beautification; \$3.9 billion for interstate highways; \$500 million in agricultural subsidy payments to the 2 percent of American farmers whose gross income is over \$100,000 annually; \$143 million for farmers to withdraw land from production; \$80 million to supplement the income of domestic sugarcane producers. Eighty-five million dollars for forest roads and trails, and \$33 million more for forest highways.

And the list goes on and on: \$5 billion to go to the moon, \$500,000 for free rifle ammunition to gun clubs, \$300 million for college housing and \$210,000 to promote the sale of cigarettes last year in three Asian countries alone.

The poor, those in greatest need, do not generally water ski, nor do they use airports, and they are less concerned with a highway's width and beauty than with whether there is a job waiting at the end of it.

We, the fortunate, are providing for our own needs, and the needs of our children, and our hopes for the future.

But we have a greater responsibility to provide for those who cannot help themselves unless we help them to do it.

The PRESIDING OFFICER. The time of the Senator has expired.

Mr. CLARK. Mr. President, I yield 10 additional minutes on the bill to the distinguished junior Senator from New York.

The PRESIDING OFFICER. The Senator from New York is recognized for an additional 10 minutes.

Mr. KENNEDY of New York. And let us also keep faith with those who have striven and sacrificed in the cause of a better life for all Americans—not just those who now stand on the battlefield in South Vietnam, so many of whom are from the very households who most need help; but also with the young of every age who are working now, in every city and State in the war on poverty.

The VISTA volunteers, for example, living and working on Indian Reservations, and in the hills of Appalachia and in the city slums—giving in our own country the same measure of devotion and sacrifice that the Peace Corps gives to our country abroad.

These people are to be congratulated; but more than congratulations they de-

serve our support, measure for measure with their own discomfort and danger and devotion to country.

The President has rightly pointed out that every dollar we authorize and appropriate now will have to be paid for in taxes later. It seems to me, Mr. President, that we might as well face up to that at the present time.

The committee does not allege that this bill will not cost Americans more tax money now. But in the long run it will cost far less.

And the underlying issue—the fundamental moral question before us—was nowhere better stated than in the following words:

There are men who cry out that we must sacrifice.

Well let us rather ask them, Who will they sacrifice?

Are they going to sacrifice the children who seek the learning, or the sick who need medical care, or the families who dwell in squalor that are now brightened by the hope of home?

Will they sacrifice opportunity for the distressed, the beauty of our land, the hope of poor?

Time may require further sacrifices, and if it does, then we will make them.

But we will not heed those who wring it from the hopes of the unfortunate here in a land of plenty.

I believe that we can continue the Great Society while we fight in Vietnam.

But if there are some who do not believe this, then in the name of justice let them call for the contribution of those who live in the fullness of our blessing, rather than try to strip it from the hands of those that most in need.

And let no one think, that the unfortunate and the oppressed of this land sit stifled and alone in their hope . . . Hundreds of their servants and their protectors sit . . . in this great chamber.

Those are the words of President Johnson, in his state of the Union message.

That is our responsibility.

I believe we should keep the commitment made in these eloquent words. I think that is our responsibility.

Mr. FULBRIGHT. Mr. President, I support the war on poverty in the manner in which it is attacking poverty in my State. In Arkansas there is a new demonstration program under the Nelson amendment, called Project Green Thumb. The Green Thumb program is sponsored by the Farmers Union and is employing older and retired low-income farmers to beautify the highways in Arkansas.

Poverty in the rural areas of my State, primarily, is centered in two groups—the young and the old. For the young, the war on poverty offers such excellent programs as Headstart, college work programs, and the Neighborhood Youth Corps. New hope has been created through these programs for thousands of young people from low-income families.

However, little opportunity for employment has existed for the older, low-income farmers despite the best efforts of the Arkansas Employment Service. Green Thumb has given hope and opportunity to these men. They have the knowledge and skills that we, as a Nation, have an opportunity to use to beautify America.

Arkansas is rapidly becoming one of the leading tourist States in the Nation. Our Ozarka tourist program is doing much to improve the economy in Arkansas. Increased tourist trade reduces unemployment and poverty.

The tourist business does not flourish where the roadsides are scarred by erosion, littered by beer cans, overgrown with weeds and void of flowers, shrubs, trees, and roadside parks. Green Thumb worker-trainees are helping the State highway department and local government to do a job which they cannot do now because of lack of funds.

The State highway department and other State and local agencies and groups are contributing help, materials, and supplies at an estimated value almost equal to the Federal grant for this program.

Most of the money in the Green Thumb program in Arkansas is used to pay these worker-trainees whose average income last year was less than \$800. None received more than \$1,450 last year. Their average age is 69 and a number are in their eighties. One has just passed his 89th birthday. As Green Thumbers they receive \$1.25 an hour and work 3 days a week. Three-fourths of them are receiving social security payments but have little or no other income. Most are married and own their own small homes and a few acres. The goal of Green Thumb is to let them earn an additional \$1,500 a year thus bringing them above the poverty line.

In Newton County which is a very low-income county, these Green Thumbers have planted dogwood trees every 15 feet along 40 miles of highway. They supplied the trees from their own farms and farms of neighbors. They have repaired the guard rails and safety rails which had become run down, unsafe and unsightly. They built an overlook which for the first time lets tourists look down 1,000 feet upon one of the most beautiful valleys in Arkansas.

In Madison County, Green Thumbers created one of the most attractive roadside parks in all America. It is built in part under a cliff which makes it as cool in summer as any air-conditioned building and it is sheltered against the rain—it looks over a beautiful 10-mile valley. Congressman TRIMBLE, my esteemed colleague, dedicated this park last month. The community was most pleased, partly because this was the first park with picnic facilities in the county. In the county seat, as in most other Green Thumb counties, flowers have been planted in the town square. In Pike County, even the county sheriff helps by watering the flowers every night.

In Fulton County, Green Thumbers have gone out and cleaned up truck loads of trash from along the highway which allowed the State Highway mowers to cut the grass and weeds for the first time in years. Then the Green Thumbers followed up by planting trees and shrubs for many miles. They are also building a roadside park near the county seat which will be that community's first park. The garden club and home demonstration club are helping in this project. The State has acquired a hill-

side of wild azaleas in this county which Green Thumbers will be making into one of the beauty spots of northern Arkansas.

These men work hard because they have worked hard all their lives. While they are given about 25 days of training, they already have more skill and knowledge for working with plants and soil than many prize winning gardeners. No wonder that a number of the State highway supervisory personnel want to hire these men when they complete the program. Other Green Thumbers will go into the nursery business. In the other States in which Farmers Union sponsors Green Thumb, namely New Jersey, Oregon, Minnesota, and Indiana, Green Thumb worker-trainees are being trained to be self-employed gardeners for suburban homes.

In my State, everyone is pleased with Green Thumb: the State highway department, the county judges, local officials, community leaders, businessmen, families, and especially the Green Thumb workers themselves. They are proud of being able to hold down a job and especially a job which improves their community.

The bill presented by the Senate Labor and Public Welfare Committee would encourage more employment programs such as Green Thumb and encourage organizations to join in the war on poverty. This is creative use of talent of low income people in exchange for a job and more food on the table. These men do a good job; and as the president of our State garden clubs said:

You can tell the counties where Green Thumbers are working just as soon as you cross the line.

If title II can provide more programs like Green Thumb, I support it, and I hope the Director of the Office of Economic Opportunity will continue to direct his personal attention to the success of Green Thumb in view of the value it has been to Arkansas and the other States.

"CHAMPS" IN THE WAR ON POVERTY

Mr. TYDINGS. Mr. President, politically motivated critics of the war on poverty seem quick to express their disapproval of any little detail of the anti-poverty effort which falls short of its goal. Unfortunately overlooked frequently are the smashing successes the poverty program has achieved in its short, 2-year existence.

One such rousing success is Operation Champ, the summer recreation, physical fitness, and athletic program inspired by Vice President HUBERT HUMPHREY and sponsored in 10 major cities this summer for youths from 6 to 18 by the Office of Economic Opportunity in cooperation with local officials and organizations. The 10 cities in which Project Champ operated this summer were Baltimore, Washington, D.C., Chicago, Cleveland, Detroit, Houston, Los Angeles, New York, St. Louis, and San Antonio.

What happened in Baltimore this summer illustrates the importance Operation Champ has for young Americans and America. Through a \$76,000 OEO grant for Project Champ, Baltimore was able to conduct a summerlong youth recreation

program at five permanent recreation centers and in addition, in streets across the city by means of a mobile recreation unit—a truck bearing gym equipment and recreation supervisors. The Baltimore program not only provided healthy recreation programs for thousands of youths who would otherwise have been left idle to roam the streets, but also provided summer employment for 200 high-school-age members of the Neighborhood Youth Corps who aided the program supervisors.

Particular credit for the success of Baltimore's Operation Champ belongs to Baltimore's Western Police Youth League, which conducted the program for OEO. The league has conducted youth recreation programs in Baltimore for the last 6 years on a voluntary basis, but heretofore has not had the funds for such a comprehensive program. Typical, in fact, of the grassroots approach to the Project Champ program was its excellent direction this summer by Allen H. Burke, a Baltimore Police Department patrolman on leave for the summer.

Mr. President, Operation Champ successfully reached more than 180,000 American boys and girls this summer, some of whom had never before known what physical fitness and good recreation is, and engaged them in a well-rounded program of healthy organized recreation, athletic and physical fitness activities. In addition, the program created job opportunities for thousands of teenagers who might have otherwise wasted their summers in idleness and hopelessness.

Thousands of the participating youngsters and their parents in Baltimore alone have asked that Operation Champ be continued on an all-year-round, after-school basis. Whether or not a year-round program can be established, a clear and compelling case has been made for its continuation and expansion of Project Champ next summer and every year.

Project Champ is a key program in our efforts to show the way to a better, healthier, responsible life for disadvantaged youngsters all across America.

PROJECT GREEN THUMB

Mr. MOSS. Mr. President, one of the most widely praised parts of the poverty program is the one resulting from a joint effort by Lady Bird Johnson and representatives of the Farmers Union. This is called Project Green Thumb, a program in which retired farmers over 55 years of age work 3 or 4 days a week using their talents to help carry out roadside beautification projects. This project has provided work and increased income for our elderly rural citizens. I am hopeful that retired farmers in Utah will be included in the program next year.

I ask unanimous consent that an article published in the Washington Evening Star describing this program be printed in the RECORD.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

YEARS TO ENJOY: GREEN THUMB PROJECT
CATCHES ON

(By Oscar A. Doob)

One of the most picturesque and possibly one of the most successful experimental proj-

ects in the "war on poverty" is called "Operation Green Thumb." Eventually, it is hoped, this activity will provide part-time jobs for thousands of needy retired farmers.

The only criticism one hears about this project is that it is not expanding rapidly enough. Everybody seems to like the idea, including the retired, low-income farmers who are itching to make a little money by putting their green thumbs to work.

Last spring, "Operation Green Thumb" was launched in the rural areas of Arkansas, New Jersey, Oregon and Minnesota. It got off to a fine start. Recently, it was extended into 10 counties of southern Indiana. Wisconsin may be next. Many other states are expected to come into the plan in 1967 because of the success of the pilot demonstration projects.

If you happen to be motoring in any of the test states and you see a small, happy group of hard-working oldsters, busy planting trees, trimming shrubs, and otherwise beautifying the highways and roadside parks, you will probably be seeing "Operation Green Thumb" in action. The ex-farmers are being paid the prevailing local wages—\$1.25 to \$1.50 an hour.

The U.S. Office of Economic Opportunity gave \$768,000 to Green Thumb, Inc., a subsidiary of the National Farmers Union. The state governments and local groups involved in the pilot projects are putting up another \$683,000, making a first-year budget of \$1,451,000. The most recent grant was for \$172,000 for the Indiana project, with the state underwriting about \$50,000 of that.

The pace at which "Operation Green Thumb" will grow depends on the cooperation of the various states and appropriation of additional federal funds for 1967. According to Henry E. Wilcox, national director of Green Thumb, Inc., the response from retired farmers and state highway departments has been most enthusiastic. There are often more applicants than jobs. About 400 farmers have been employed so far, a drop in the bucket. "There probably are a million old people of the type we would like to reach," explains Wilcox. "We have a long way to go to make a real dent in this situation. Next spring, I hope we will have thousands at work in many states."

While the green thumb jobs are more or less seasonal, efforts are being made to place these experienced farmers in regular work as gardeners, nursery workers, and highway maintenance men. "These rugged old fellows are hard, capable workers who love their jobs," said a state highway supervisor who plans to employ them regularly.

If you want to encourage your own state to set up a Green Thumb project, it could help a little if you wrote to your state highway commission or to the regional office of the National Farmers Union in your area. Every state and county has some of those displaced patriarchs of the soil who can still do a good job if their green thumbs are given a chance.

Mr. PROUTY. Mr. President, I send an amendment to the desk and ask that it be stated.

The PRESIDING OFFICER. The amendment will be stated.

The legislative clerk read the amendment, as follows:

On page 19, line 3, strike "\$1,344,000,000" and insert in lieu thereof "\$1,314,000,000."

Mr. PROUTY. Mr. President—

The PRESIDING OFFICER. How much time does the Senator yield himself?

Mr. PROUTY. I yield myself 2 minutes.

Mr. President, this amendment would reduce the authorization for title II of the bill by \$30 million. That is the

amount originally allocated in the authorization for the operation of the adult basic education program, formerly contained in part B of title II of the economic opportunity law.

The Education Subcommittee, on which I served, proposed that adult basic education should be included in the Elementary and Secondary Education Act, and should be removed from the poverty program. Although the Poverty Subcommittee, on which I also serve, seemed in agreement with that proposal, the parliamentary situation, with both bills progressing almost simultaneously to the full committee, required that timing for this change of programs be important.

Finally, the adult basic education program was moved to the Elementary and Secondary Education Act, as Senators will see if they refer to the middle of page 22 of the committee report.

However, Mr. President, although the program was deleted from this bill, the funds allocated for its operation were not removed from the amounts authorized for title II.

I, therefore, offer this amendment. Again, it would simply reduce the authorization for title II by \$30 million, which is the amount intended for adult basic education, but which is now unnecessary since that program is properly authorized in the elementary and secondary education bill.

Mr. CLARK. Mr. President, I yield myself such time as may be necessary.

The Senator from Vermont [Mr. PROUTY] has correctly stated the problem. By a vote of 9 to 6 in the Committee on Labor and Public Welfare, it was decided to shift the adult basic education program from the Office of Economic Opportunity to the Department of Health, Education, and Welfare insofar as the funding and the authorization for the program was concerned.

In the bill, as it was reported to the Senate, we had allowed \$30 million for this program under title II.

In the Primary-Secondary Education Act, however, which was marked up in the full Committee on Labor and Public Welfare, after the poverty bill had been brought to the floor, and after the decision had been made by the same Committee on Labor and Public Welfare to transfer the program to the Office of Education, adequate funding of this program was provided. That is to say, the education bill which will come to the floor after this bill is disposed of, does adequately fund the adult basic education program.

Accordingly, I am in accord with the amendment. We agreed in committee that the Senator from Vermont [Mr. PROUTY] should propose this reduction in the total amount of the authorization under title II.

Mr. President, I am happy to accept the amendment.

Mr. JAVITS. Mr. President, I am happy that we have resolved this matter in this way.

In fairness to the Senator from Vermont [Mr. PROUTY] it should be said that in the committee, in the earlier stage, the matter was not as clear as it

is now, but the Senator from Vermont [Mr. PROUTY] pursued it knowing that it would eventuate in this way.

Mr. President, I am pleased that the manager has stated that he will accept the amendment.

Mr. PROUTY. Mr. President, I yield back the remainder of my time.

Mr. CLARK. Mr. President, I yield back the remainder of my time.

The PRESIDING OFFICER. The question is on agreeing to the amendment offered by the Senator from Vermont [Mr. PROUTY].

The amendment was agreed to.

The PRESIDING OFFICER. The bill is open to further amendment.

Mr. JAVITS. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The assistant legislative clerk proceeded to call the roll.

Mr. JAVITS. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER (Mr. TYDINGS in the chair). Without objection, it is so ordered.

Mr. FANNIN. Mr. President, on behalf of the junior Senator from California [Mr. MURPHY], I send to the desk an amendment and ask that it be read.

The PRESIDING OFFICER. The amendment will be stated.

The assistant legislative clerk proceeded to read the amendment.

Mr. FANNIN. Mr. President, I ask unanimous consent that the reading of the amendment be dispensed with.

The PRESIDING OFFICER. Without objection, it is so ordered; and, without objection, the amendment will be printed in the RECORD.

The amendment, ordered to be printed in the RECORD, is as follows:

On page 50, after line 16, add the following new section: "SEC. 26".

"TRANSFER OF JOB CORPS TO DEPARTMENT OF LABOR

"SEC. 26. (a) The Job Corps of the Office of Economic Opportunity, together with the functions thereof, is transferred to the Department of Labor to be administered in coordination with programs carried out under the Manpower Development and Training Act of 1962, as amended, on such date within six months after the date of enactment of this Act as the President may fix. The functions of the Director of the Office of Economic Opportunity with respect to the Job Corps are transferred to the Secretary of Labor. The functions transferred by this section shall be performed by the Secretary of Labor or, subject to his direction and control, by such officers, agencies, and employees of the Department of Labor as he shall designate.

"(b) There are transferred to the Department of Labor, for use in connection with the functions transferred by subsection (a), the personnel, property, records, and unexpended balances of appropriations, allocations, and other funds (available or to be made available) of the Job Corps, together with so much as the Director of the Bureau of the Budget shall determine of other personnel, property, records, and unexpended balances of appropriations, allocations, and funds (available or to be made available) of the Office of Economic Opportunity which relate to functions transferred by this section."

The PRESIDING OFFICER. How much time does the Senator from Arizona yield to himself?

Mr. FANNIN. Mr. President, I yield 10 minutes to myself.

The PRESIDING OFFICER. The Senator from Arizona is recognized.

Mr. FANNIN. Mr. President, the Senator from California [Mr. MURPHY] has prepared some remarks on the amendment, which he has asked me to make for him. I ask unanimous consent that I may do so.

The PRESIDING OFFICER. Without objection, it is so ordered.

STATEMENT BY SENATOR MURPHY READ BY SENATOR FANNIN

Mr. MURPHY. Mr. President, this amendment is a relatively simple, but an important one. It would transfer to the Department of Labor the Job Corps program. It would provide for the coordination of the Job Corps program under the Manpower Development and Training Act.

The Labor and Public Welfare Committee voted to transfer the adult basic education program to the Office of Education. I strongly supported the transfer. It makes sense. It will help to avoid needless and costly duplicity and at the same time the adult basic education program will be administered by the agency having the experience and expertise in the field—the Office of Education.

Just as the Office of Education is the most qualified in the educational area, it is the Labor Department that has the experience and expertise in the manpower development and training field.

As my colleagues may know, the Manpower Development and Training Act has two parts. The responsibility for administering the so-called institute training, as distinguished from on-the-job training, rests with the Department of Health, Education, and Welfare and the vocational education people. This concept is preserved in my amendment so that the vocational education people would guide the various camps.

Also it should be pointed out that the actual screening of the enrollees is handled by the State employment offices, which work closely with the Labor Department. Transfer of the Job Corps program to the Labor Department I am convinced would improve the screening operations for we would have one agency in charge of all the manpower programs. I feel certain that some of the youngsters that have been sent to the Job Corps camps could have been better served by the manpower development training programs or the vocational education programs.

Sending youngsters to these Job Corps camps is a costly operation. Before they are sent, we must first examine prospective enrollees' interest and abilities and see if one of the manpower programs will meet their needs.

Mr. President, the indictments against the Job Corps are many; all can be traced to its administration. The Job Corps is in serious trouble because it has serious administration troubles. Some of the many deficiencies of the Job Corps are:

First. The Job Corps has been harmed because of lack of discipline. The record shows that discipline problems at Job Corps camps became so serious that the majority leader of the Senate, Senator MANSFIELD, was forced to take the Senate floor and deliver a speech on this subject.

It is a telling indictment of the administration of the Job Corps program:

The basic idea of the Job Corps is fine, but I have become somewhat concerned about its implementation, the screening process used in filling the camps and overall inadequacies in the administration of the program. First of all, it seems to me that everyone was in too big a hurry to get the first camps operating, too little time was given to the screening of Job Corps applicants. There is a need to be more selective. There are many who can be helped and who are willing to be helped. These camps should be limited to those who have given some indication that they want to be helped and are willing to try. It was not my intention to support the establishment of three reformatories in my State.

I am well aware that there can be bad apples in every program, but it seems to me that there is something wrong. Perhaps it is a matter of lack of know-how and inefficiency on the part of the administrative Job Corps personnel involved. They and those enrolled in the program should have been more selective in the very beginning. Certainly a man with a criminal charge against him should be kept under very close surveillance.

I do not like speaking in this vein, but I cannot stress too strongly the need for a more careful selection of Job Corps men and an insistence upon efficient and capable administrative and guidance personnel.

Second. The cost of the Job Corps program has been exorbitant. Cost per enrollee has been estimated as between \$9,000 and \$13,000 yearly. Mail that I receive indicates that the American people are not going to tolerate this kind of expense for too long. Unless we want to place the Job Corps program in jeopardy, we must take steps to reduce the cost of the Jobs Corps program. In order to reduce the costs, salaries must be kept in line, the dropout rate must be reduced, enrollees must be assigned to the nearest Job Corps center, and not flown across the country, and the staff-enrollee ratio must be made more reasonable.

Third. Inadequate followup procedures are available to enable the Congress and the American people to objectively evaluate the Job Corps program. To the committee's credit, they adopted an amendment I offered to improve this situation.

Fourth. The dropout rate has been too high. It is my understanding that the dropout rate overall is about 25 percent. During executive sessions, I have heard Senators express disappointment over our educators for their failure to prevent dropouts. While I do not question that improvements can be made in our school system, I would point out that neither the per pupil costs nor the teacher-pupil ratio comes near approaching that of the Job Corps. One wonders how many of these dropouts would have left school if the school system enjoyed the staff-enrollee and per enrollee expenditures of the Job Corps.

Many say we should not make major changes in the program this year, and

that we should give the program one last chance to prove itself. The committee's actions in transferring adult education evidence, in my judgment, a decision by the committee members that the poverty program will not be permitted to drift along for another year, evidenced a determination by the committee that administration by the next best agency will not suffice.

In my judgment, the various indictments leveled against the administration of the Job Corps by the Office of Economic Opportunity are unanswerable. As Vice President HUMPHREY stated:

We must change or discard those programs which are not making headway, and we must expand those that are.

While I fully understand the normal bureaucratic opposition to the transfer of the program to another department, I believe that we have the duty both to the youngsters enrolled in the program and to the taxpayers who are footing the bill to make certain that the program is both effective and efficient.

Transfer of the Job Corps to the Labor Department will greatly improve the program's administration, reduce its costs, and make it far more effective.

Mr. FANNIN. Mr. President, I strongly support adoption of the amendment.

Mr. CLARK. Mr. President, I yield 5 minutes to the Senator from New York [Mr. JAVITS].

The PRESIDING OFFICER. The Senator from New York is recognized for 5 minutes.

Mr. JAVITS. Mr. President, most of the problems with which we have dealt in the committee had thorough and detailed consideration.

When I first went into the matter of marking up the bill this year, I regarded these questions as being rather neatly "put where they belonged" in an administrative sense in terms of Government departments, as regards the various activities carried on by the Office of Economic Opportunity. That would include education. It would include various phases of manpower training. It would include even Operation Headstart. It certainly would include the Job Corps.

The more I studied the problem, the more testimony I heard, the less I felt that we were justified in doing it at this time—and I emphasize the words "at this time."

Let us remember that in 1966 the program became 2 years old. The rate of increase of utilization of the various aspects of the program have enormously increased only within the past year. When we did what we did with the program, we sought a coordinated war on poverty by a high level Federal official through whom the job could be done, tying in all the departments rather than throwing the poverty program, in its initial stages, upon the shoulders of already overburdened departments to whom it would be another added activity.

In deep conscience, I say to my friend the Senator from Arizona [Mr. FANNIN], and also to the Senator from California [Mr. MURPHY]—and I think it is so gracious of the Senator from Arizona to have undertaken this for the Senator from California, for reasons with which

we are well acquainted—that one cannot say that this is not an amendment of serious purpose and of serious importance which lends itself to a reasonable view of the situation, until one understands the strong and the coordinated war on poverty which has been created by a unitary administration, the fact that the programs are just getting off the ground, and the fact that they are not lost, as they would be in the departments—and I do not say that invidiously—in an already overburdened bureaucracy without the zeal and enthusiasm which I think, in all fairness, whatever may have been my disagreements with him, and whatever they are now, Sargent Shriver has succeeded in fusing into the office, at least up to this time.

Those of us who know the score know that this does not last forever. Thus, what is being sought through this amendment will face us, without question, in a year or two. I am therefore finally persuaded—and I really have sweated this out myself because I rather had the same view that my colleagues had, before I really did think it through and stew over it, to use a colloquialism—that for another year, at least, we should continue the present kind of program with the drive and morale, and the specialization which results from this office with a special, as it were, crusade frame of reference, as these camps are being built up.

If Senators will look at the initial words of the committee report, they will find such an enormous increase which has gone into the Job Corps camps in the very short period of time in which they have been in operation that the Job Corps camps in 1966 will have doubled as compared to what they were at the close of fiscal year 1965.

I respectfully submit that this is the kind of crash activity which we expected in the war on poverty. We should therefore give it another year, in my judgment, and that will be the optimum period in which to absorb and in which to refine it, and in which to have the kind of treatment which it will obtain, and has obtained, in the war on poverty administration, rather than throwing it on the shoulders of an already heavily overburdened Labor Department where there will be yet less activity and will not have the kind of evangelism and the kind of detailed, personal treatment which I think this needs in order, really, to solidly establish it.

Therefore, I think the amendment, while entirely appropriate to test the question, is a year ahead of itself.

It is for these reasons that I most reluctantly feel as I do, that I shall not be able to support the amendment.

I wish to add it is undoubtedly "down the road," but I think it is still "down the road a piece," and that there is at this writing next year more to be gained for the program by leaving it within the framework in which it is now located than in making the change proposed.

Mr. FANNIN. Mr. President, I yield myself 2 minutes.

I do not think we can afford to gamble with the taxpayers' money for another year. I should like to quote from a state-

ment made in the other body on this subject. I read from page 23181 of the RECORD for September 28, 1966:

Mr. QUINCY. Mr. Chairman, I would say that the questions were raised as to whether the Department of Labor could effectively handle this program. I raised this question with Secretary of Labor Wirtz at the hearings.

He indicated very emphatically that he could handle the program. I might also point out when this proposal of a Job Corps was first brought before us it was proposed that the Department of Labor should administer it. At that time I raised many questions, wondering whether they should or not, realizing that this had not been the case in the old CCC camps. I realized later that the administration was right when they proposed it be handled by the Department of Labor, and I have been convinced of it since. Watching the OEO operating the Job Corps camps over a period of 2 years convinces me that it should be handled by the Department of Labor. Only in this way can these training programs be properly coordinated with those entering the OEO and those programs that are outside of the OEO. If we would do this, I am convinced we will have a coordinated job training program for the young people who have dropped out or who need this type of training in school or else who have to have an environmental change in order to learn skills that are necessary for employment. Therefore I would say the gentleman from New York [Mr. GOODELL], has offered an amendment which really must be adopted if this program will be working well. If we do not do it this year, it will only be a short time before it will have to be done, anyway.

Mr. President, let me again state that I believe this amendment should be adopted and I urge the Senate to do so.

Mr. CLARK. Mr. President, I yield myself 15 minutes in opposing the amendment.

Mr. President, as I had occasion to point out last Friday when I made my opening remarks on this bill, the Job Corps is one of the most controversial programs in the war against poverty. Many mistakes have been made in connection with the administration of the Job Corps. Instances of maladministration have been pointed out by the Senator from Arizona [Mr. FANNIN], and others, including, in one instance, an incident raised on the floor of the Senate by the majority leader [Mr. MANSFIELD].

The authorization for the Job Corps for the current fiscal year has been cut back from \$310 million for fiscal 1966 to \$228 million. This is possible because the initial programs of the Job Corps included the construction or the renovation of Job Corps centers, which was very expensive. That work has now been done.

It should be pointed out that the Job Corps, like many new programs, has suffered from growing pains. It is almost inevitable that we should expect administrative mistakes.

I should point out that there were 47 Job Corps centers at the end of fiscal year 1965; while at the end of fiscal 1966 there were 106.

These Job Corps centers are of three kinds.

First, there are the conservation centers, many of which are located in national forests and national parks under the jurisdiction of the Department of the Interior or the Department of Agricul-

ture. The Department of Labor has no particular competence in dealing with enterprises of this sort.

The second type Job Corps center is the urban training center, largely near large cities. There again the Department of Labor, with an infinite variety of tasks at present, which it is accomplishing with great skill and ability, has plenty to do with its present responsibilities.

The third kind of Job Corps centers are residential camps for women. Here again the Department of Labor has no particular competence in this area.

In addition, the Department of Labor has not asked for the responsibility for the centers. OEO is just beginning to build up experience as to how to administer the centers. To shift it to another department now, when we are just beginning to stabilize the program, would, to my way of thinking, be a serious mistake. Because we do not like some of the administrative errors which have received great publicity, it is suggested that by turning the program over to the Department of Labor, we will cure such mistakes. This is specious reasoning. There is no reason to believe that the Department of Labor which at present has no experience with such a program would do any better with it than would the Office of Economic Opportunity, which now has 2 years of experience in the operation of centers.

Let me summarize my objections to the proposed amendment under three heads.

First. The Job Corps is a program which seeks to deal with the total problems of disadvantaged youths in a residential setting. It aims not only to increase their employability, but, in the words of the statute, to prepare them for the "responsibilities of citizenship." Conceptually, such a residential program does not fit well within the traditional areas of responsibility of the Department of Labor.

This is not to say that the Department of Labor could not administer the program, or that it would not do so in a manner sympathetic to its purposes. But the fact of the matter is that this is not an area where it has any particular competence.

Second. The Job Corps, as I have said, is a new and developing program. In the process of starting, not only the immediate staff of the Job Corps, but the Office of Economic Opportunity officials who work with it, have learned a good deal about the daily problems with which they must deal, the constraints within which it must operate, and the changes and new directions which are needed. This represents an asset in terms of continuity on matters of administration and policy which is most important to any program, and which is particularly difficult for a major new program to acquire.

The cost of relearning and of rethinking countless questions, just at a time when the program is really getting into what might be termed its "production" stage, would be a heavy one. For a complex program which is already bearing the weight of past startup problems, could well be critical.

Finally, in the residential setting, with

its full range of services, Job Corps seeks to deal with the special and total problems caused by hard-core poverty. In this respect, Job Corps and Community Action, are probably the most complex and difficult of the Economic Opportunity Act programs.

So long as there is a director principally responsible for the war on poverty, I believe it is desirable that responsibility for this program remain with him. The director should be expected to assume a special responsibility for those programs which involve the most complex assignments and should draw upon all possible resources to achieve success.

Mr. AIKEN. Mr. President, will the Senator yield?

Mr. CLARK. I am happy to yield to my friend from Vermont.

Mr. AIKEN. I am interested in the Senator's remarks on the Job Corps, because I believe we have one so-called residential center in my State which, after great difficulty, has acquired 29—students, would they be called?

Mr. CLARK. Enrollees.

Mr. AIKEN. Enrollees. I wonder why enrollees are not recruited from nearby locations, and why they are all required to come from distant parts of the country to one of these centers. What is the reason for it?

Mr. CLARK. That was a problem which gave the committee a good deal of trouble, and we have inserted in the bill an amendment which will require that in the future enrollees should be sent to camps or centers within the general area or region in which they reside.

When the program was new and had only 47 centers it was often difficult to send enrollees to centers near their home. Now with 106 centers spread across the country, the Office of Economic Opportunity administration has been more and more able to put the young people into centers close to their own homes. Under the committee amendment, this will be done more and more in the future.

The thought has been expressed, and I think the Senator might agree that it has some validity. When we are dealing with these conservation camps dealing largely with national forests and national parks—it might be a good thing to get a young person out of New York City and up to the heady and pure air of Vermont. I think that remains as a good reason for sending some of the youngsters a good way from home.

Even with this, the committee has required that the Director, wherever possible, send an enrollee to a camp close to his home.

Mr. AIKEN. I am not too familiar with the work at the center to which I refer. We have heard for some time that it was not progressing very well. The fact that they only have 29 enrollees, according to the latest figures I have seen, would indicate, perhaps, that it is not too attractive, although it is in a beautiful setting in the Green Mountains National Forest.

Mr. CLARK. That may well be true. I admitted, before the Senator came in, that there had been a lot of headaches connected with the program. It is cer-

tainly far from perfect. There are some areas where it has not worked well.

But our review convinced the majority of the committee that we ought to give them another year, to see where they go. We think they are making progress, and it did not seem to us it would be useful to transfer the program to the Department of Labor.

Mr. AIKEN. I seems to me that the Department of Labor, with all its experience in this field, would be able to take this work up and go ahead without all of the bother and the mishaps which seem to attend establishing the Job Corps centers.

Mr. CLARK. I tried to point out, I think before the Senator entered the Chamber, that the Department of Labor really has no experience with residential centers.

Mr. AIKEN. A brandnew organization has not had any experience, either, has it?

Mr. CLARK. It has now had 2 years. It has learned a great deal.

Mr. AIKEN. Oh, it is? How long does the Senator think it will take before it is fully qualified to operate these centers?

Mr. CLARK. I am very hopeful that things should fully stabilize during the next year.

Mr. AIKEN. I see.

Mr. CLARK. I think we will see a vast improvement in administration when we come back with a bill next year.

The philosophy of the committee—with which the Senator from Vermont may not agree—was that we could not, in the time available, engage in sufficient oversight to effect vast legislative changes in the program this year. The subcommittee, which I have the honor to serve as chairman, intends to undertake next year what I hope will be an extensive study as to what changes legislatively, if any, should be made.

With respect to this particular amendment, the Labor Department has not requested transfer of the program and has not supported any such effort.

Mr. AIKEN. I might say to the Senator from Pennsylvania that I have been considerably disturbed lest the operations of the Job Corps up to this time tend to discredit other parts of the Office of Economic Opportunity program which are contributing a considerable measure of success in the direction in which they are going.

Mr. CLARK. There is no doubt that the Job Corps has been a most controversial part of the poverty program. We do not think it would help to transfer it to the Labor Department, nor do we believe we ought to abandon the program.

Mr. AIKEN. I am not speaking of helping the Job Corps program. I am speaking of doing harm to other phases of the poverty program. As the Senator knows, the criticism directed toward the whole program is largely on account of the Job Corps. It seems to me that if you have gangrene in one finger, you had better cut it off to save the hand.

The PRESIDING OFFICER. The Senator's time has expired.

Mr. CLARK. I yield myself 3 additional minutes.

I quite agree with the Senator from Vermont that the program is controversial, but we feel it is doing good work preparing and a great many people. We do not want to see the program killed.

Mr. AIKEN. I do not want to hurt other parts of the program that are working by trying to maintain one that is not working.

Mr. CLARK. Well, as the Senator knows, this amendment is not to eliminate the Job Corps, but merely to transfer it to the Department of Labor.

Mr. FANNIN. Mr. President, will the Senator yield?

Mr. CLARK. I yield.

Mr. FANNIN. I commend the Senator from Vermont, because he has brought out a very important feature of what is involved in the amendment.

I want the distinguished Senator from Pennsylvania to know that the Members on this side of the aisle are certainly not opposed to the objectives of the Job Corps. We support its objectives, and feel that more can be done. That is why this recommendation is being made.

I call attention to what happened in the State of Arizona. There is a Job Corps camp on the perimeter of the Navaho reservation. I do not know what exists there today, but I know that when this program was getting underway, and for months after it had been established, there was not a single Indian in that Job Corps camp.

Arizona has more Indians that does any other State in the Union. The Indians are in abject poverty. They are in greater need of this service than is any other group in our Nation.

The Indians are native Americans and they are perhaps more deserving of consideration than is any other ethnic group.

I feel that this is an indication of a mistake. I do not see that corrections have been made in the program as time has passed.

We still have serious problems which exist. As the Senator from Pennsylvania has expressed it, this is the most criticized program of the OEO programs. Consequently, I think we can justify the making of this change.

The Secretary of the Department of Labor has stated that they can handle the program, and the Department must feel that it has the people qualified to do so or the Secretary would never have made the statement.

Mr. CLARK. Mr. President, I yield myself 1 minute.

The PRESIDING OFFICER. The Senator from Pennsylvania is recognized for 1 minute.

Mr. CLARK. Mr. President, whether he can handle the program or not, the Secretary has not sought such a transfer nor has he supported any effort to transfer it.

Mr. FANNIN. Mr. President, this is a troublesome program, but it is one of great responsibility. We have the obligation to try to see that the program is handled to the best advantage of the youths that are involved.

I feel consequently that it would be extremely helpful if this program could be transferred to the Department of Labor.

I am sure that if we consider the tremendous cost involved we will realize that we could send a youth through Harvard or perhaps through Oxford for \$9,000 to \$13,000.

I think that we should take into consideration whether the same or a lesser amount of money could be expended, under proper supervision, with far more productive results.

Mr. CLARK. Mr. President, I yield myself 1 minute.

The PRESIDING OFFICER. The Senator from Pennsylvania is recognized for 1 additional minute.

Mr. CLARK. Mr. President, this must be a question of judgment. The overwhelming majority of the Committee on Labor and Public Welfare felt that it would be a mistake to transfer this responsibility from the Office of Economic Opportunity to the Labor Department.

Our dear friends in the minority are standing alone on this proposition. They urge the transfer without any justification or rationale as to why the Department of Labor can do a better job.

Mr. President, the Senator from California [Mr. MURPHY] has correctly pointed out to me that there was no roll-call vote in the committee on this transfer. The suggestion as to the transfer was made by a member of the committee but it was never brought before the committee for a vote.

I think we should reject the amendment of the Senator from Arizona.

Mr. President, I yield back the remainder of my time.

Mr. FANNIN. Mr. President, I yield back the remainder of my time.

Mr. CLARK. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. CLARK. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

All time having been yielded back, the question is on agreeing to the amendment of the Senator from Arizona. On this question the yeas and nays have been ordered and the clerk will call the roll.

The legislative clerk called the roll.

Mr. LONG of Louisiana. I announce that the Senator from Indiana [Mr. BAYH], the Senator from Idaho [Mr. CHURCH], the Senator from Michigan [Mr. HART], the Senator from Hawaii [Mr. INOUE], the Senator from Washington [Mr. MAGNUSON], the Senator from Virginia [Mr. ROBERTSON], the Senator from Alabama [Mr. SPARKMAN], the Senator from Mississippi [Mr. STENNIS], the Senator from Texas [Mr. YARBOROUGH], and the Senator from Tennessee [Mr. BASS] are absent on official business.

I also announce that the Senator from New Mexico [Mr. ANDERSON], the Senator from Illinois [Mr. DOUGLAS], the Senator from Mississippi [Mr. EASTLAND], the Senator from Alaska [Mr. GRUENING], the Senator from Indiana [Mr.

HARTKE], the Senator from Arizona [Mr. HAYDEN], the Senator from North Carolina [Mr. JORDAN], the Senator from Massachusetts [Mr. KENNEDY], the Senator from Ohio [Mr. LAUSCHE], the Senator from Arkansas [Mr. McCLELLAN], the Senator from New Hampshire [Mr. McIntyre], the Senator from Montana [Mr. METCALF], the Senator from Minnesota [Mr. MONDALE], the Senator from Oregon [Mrs. NEUBERGER], and the Senator from Florida [Mr. SMATHERS] are necessarily absent.

On this vote, the Senator from Massachusetts [Mr. KENNEDY] is paired with the Senator from Alabama [Mr. SPARKMAN].

If present and voting, the Senator from Massachusetts would vote "nay" and the Senator from Alabama would vote "yea."

On this vote, the Senator from North Carolina [Mr. JORDAN] is paired with the Senator from Indiana [Mr. BAYH].

If present and voting, the Senator from North Carolina would vote "yea" and the Senator from Indiana would vote "nay."

I further announce that, if present and voting, the Senator from Alaska [Mr. GRUENING], and the Senator from Florida [Mr. SMATHERS], would each vote "nay."

Mr. DIRKSEN. I announce that the Senators from Colorado [Mr. ALLOTT and Mr. DOMINICK], the Senator from Utah [Mr. BENNETT], the Senator from Kentucky [Mr. COOPER], the Senator from Nebraska [Mr. CURTIS], the Senator from Michigan [Mr. GRIFFIN], and the Senator from New York [Mr. JAVITS] are necessarily absent.

The Senator from Hawaii [Mr. FONG], the Senator from California [Mr. KUCHEL], and the Senator from Pennsylvania [Mr. SCOTT] are absent on official business.

If present and voting, the Senators from Colorado [Mr. ALLOTT and Mr. DOMINICK], the Senator from Utah [Mr. BENNETT], and the Senator from Pennsylvania [Mr. SCOTT] would each vote "yea."

On this vote, the Senator from Nebraska [Mr. CURTIS] is paired with the Senator from New York [Mr. JAVITS]. If present and voting, the Senator from Nebraska would vote "yea" and the Senator from New York would vote "nay."

The result was announced—yeas 27, nays 38, as follows:

[No. 274 Leg.]

YEAS—27

Aiken	Hill	Russell, Ga.
Boggs	Hruska	Saltonstall
Carlson	Jordan, Idaho	Simpson
Cotton	Miller	Smith
Dirksen	Morton	Talmadge
Ervin	Mundt	Thurmond
Fannin	Murphy	Tower
Gore	Pearson	Williams, Del.
Hickenlooper	Prouty	Young, N. Dak.

NAYS—38

Bartlett	Holland	Muskie
Bible	Jackson	Nelson
Brewster	Kennedy, N.Y.	Pastore
Burdick	Long, Mo.	Pell
Byrd, Va.	Long, La.	Proxmire
Byrd, W. Va.	Mansfield	Randolph
Cannon	McCarthy	Ribicoff
Case	McGee	Russell, S.C.
Clark	McGovern	Symington
Dodd	Monroney	Tydings
Ellender	Montoya	Williams, N.J.
Fulbright	Morse	Young, Ohio
Harris	Moss	

NOT VOTING—35

Allott	Griffin	McClellan
Anderson	Gruening	McIntyre
Bass	Hart	Metcalfe
Bayh	Hartke	Mondale
Bennett	Hayden	Neuberger
Church	Inouye	Robertson
Cooper	Javits	Scott
Curtis	Jordan, N.C.	Smathers
Dominick	Kennedy, Mass.	Sparkman
Douglas	Kuchel	Stennis
Eastland	Lausche	Yarborough
Fong	Magnuson	

So Mr. MURPHY's amendment was rejected.

Mr. RANDOLPH. Mr. President, I move to reconsider the vote by which the amendment was rejected.

Mr. CLARK. Mr. President, I move to lay that motion on the table.

The motion to lay on the table was agreed to.

Mr. PROUTY. Mr. President, I send to the desk an amendment and ask that it be stated and made the pending business.

The PRESIDING OFFICER. The amendment will be stated for the information of the Senate.

The assistant legislative clerk read the amendment as follows:

On page 29, immediately after line 17, insert the following new subsection:

"(1) The Director shall, out of the funds authorized for this Title, set aside \$527,000,000 for making grants for carrying out programs eligible for assistance under such sections which assist young people in areas having concentrations of children from low income families who have not reached the age of compulsory school attendance and which include (A) the furnishing of such comprehensive health, nutritional, social, educational and mental health services as the Director finds will aid such children to undertake successfully the regular elementary school program, (B) the provision of appropriate activities to encourage the participation of parents of such children and the effective use of their services, and (C) such other training, technical assistance, evaluation and follow-through activities as may be necessary or appropriate."

Mr. CLARK. Mr. President, I yield myself 2 minutes in opposition to the amendment.

The PRESIDING OFFICER. The Senator from Pennsylvania is recognized for 2 minutes.

Mr. CLARK. Mr. President, this amendment would earmark in the basic legislation \$527 million for the Headstart program. This is the same amount which the committee indicated in its report it desired to have the OEO spend on this program under title II—the community action title.

It was the committee's feeling, shared by OEO, that it is wise to give maximum flexibility in the administration of these community action programs to the local community action agency in line with meeting the needs of that particular community.

Of course, we will debate this issue quite fully tomorrow, however, I want the RECORD to show my opposition, as manager of the bill, to the amendment and the basic reason why I oppose it.

Mr. President, I reserve the remainder of my time.

Mr. PROUTY. Mr. President, I yield myself 1 minute.

The PRESIDING OFFICER. The Senator from Vermont is recognized for 1 minute.

Mr. PROUTY. Mr. President, I yield myself 1 minute merely to say that the distinguished Senator from Pennsylvania [Mr. CLARK] has just explained my amendment very accurately.

I believe that the Headstart program is the most valuable and the most acceptable one of all the programs in this so-called war on poverty.

It seems to me that we should have the funds which the committee has recommended for that purpose. That is all my amendment would do.

We can, of course, discuss this at some length tomorrow.

Mr. CLARK. Mr. President, I yield myself 30 seconds.

The PRESIDING OFFICER. The Senator from Pennsylvania is recognized for 30 seconds.

Mr. CLARK. Mr. President, I ask unanimous consent to have printed in the RECORD a letter directed to me by the Ad Hoc Committee on the Economic Opportunity Act, with offices at 207 Massachusetts Avenue NW., in Washington, D.C., under date of October 3, 1966, which deals with support for the pending measure as it came out of the committee on behalf of a number of civic agencies.

There being no objection, the letter was ordered to be printed in the RECORD, as follows:

AD HOC COMMITTEE ON THE
ECONOMIC OPPORTUNITY ACT.
Washington, D.C., October 3, 1966.

DEAR SENATOR: We believe that the most important achievement of the Economic Opportunity Act of 1964 is the awareness on the part of the nation that there exists in the United States great numbers of poor people amidst unparalleled affluence. It is also clear that, despite the urgent need to help these millions of people move out of poverty, only a small proportion of the total receive direct assistance under the current anti-poverty legislation. The anti-poverty measure reported by the Senate Labor and Public Welfare Committee (S. 3164) offers a positive means of advancing the national commitment to eliminate poverty. The Senate Committee's action, in view of the modest request by the Administration, signifies a will to deal forcefully with a difficult problem.

The undersigned organizations urge strong support for the Senate Bill. Further, we hope you will oppose all amendments which would lessen the effectiveness of the Economic Opportunity Act of 1964.

American Jewish Committee.
National Association of American Social Workers.
National Student Association.
Appalachian Volunteers, Inc.
American Federation of Teachers.
National Council of Catholic Women.
Central Conference of American Rabbis.
Industrial Union Department, AFL-CIO.
National Association for the Advancement of Colored People.
Amalgamated Meatcutters and Butcher Workmen, AFL-CIO.
National Council of Churches.
American Veterans Committee.
Executive Committee, Citizens' Crusade Against Poverty.
Synagogue Council of America.
Union of American Hebrew Congregations.
Cooperative League of the United States of America.
National Sharecroppers Fund.
National Council of Senior Citizens.

Division of Human Relations and Economic Affairs, General Board of Social Concerns, the Methodist Church.

Anti Defamation League of B'nai B'rith.
Americans for Democratic Action.
Southern Christian Leadership Conference.
Community Relations Division, American Friends Service Committee.

The Negro American Labor Council.
National Association for Community Development.

United Steel Workers of America, AFL-CIO.
National Catholic Rural Life Conference.
National Council of Jewish Women.
Department of Social Responsibility, Unitarian Universalist Association.

United Automobile, Aerospace, Agricultural and Implement Workers of America.

MOTION TO RECOMMIT—UNANIMOUS-CONSENT ARGUMENT

Mr. BYRD of Virginia. Mr. President, I move to recommit S. 3164 with instructions that the committee report the bill back with total authorizations provided for therein not in excess of the total authorizations provided for in the House-passed bill, H.R. 15111; and I ask unanimous consent that the motion be made the order of business at an hour tomorrow that perhaps the Senator from Pennsylvania [Mr. CLARK] and I can work out—an hour agreeable to the two of us; but I would like to call it up sometime tomorrow.

Mr. CLARK. Mr. President, reserving the right to object, it my understanding that while the Senator from Virginia is filing his motion to recommit now, it will not be the next order of business to be disposed of by the Senate because the Senator from Vermont [Mr. PROUTY] has an amendment he wishes to present. But I assure the Senator from Virginia that sometime tomorrow he will have his motion called up and disposed of before the Senate adjourns.

Mr. BYRD of Virginia. Mr. President, could we fix an hour tomorrow; perhaps 2 or 3 o'clock?

Mr. CLARK. I do not see how we can. We do not know what will happen. I agree with the Senator from Virginia that we could call it up tomorrow. There are a number of amendments which Senators on both sides of the aisle would like to have disposed of before we vote on a motion to recommit.

I realize the Senator's motion has some priority under the rules, but I hope he will let us do a little spadework, which I think is the ordinary procedure.

Mr. BYRD of Virginia. I can assure the Senator that I want to cooperate but I would like to have some reasonable hour designated.

Mr. CLARK. Would 4 o'clock tomorrow afternoon be satisfactory?

Mr. BYRD of Virginia. Four o'clock tomorrow afternoon would be satisfactory, with a half hour for each side.

Mr. CLARK. Mr. President, I ask unanimous consent that the motion to recommit, filed by the Senator from Virginia [Mr. BYRD] may be voted on at 4 o'clock tomorrow afternoon, after the one-half hour on each side provided for by the unanimous-consent agreement has been used up.

Mr. President, a point of order.

The PRESIDING OFFICER. The Senator will state it.

Mr. CLARK. Is that unanimous-consent request in order?

The PRESIDING OFFICER. The unanimous-consent is in order.

Is there objection? The Chair hears no objection, and the unanimous-consent request is agreed to.

S. 3046. ELEMENTARY AND SECONDARY EDUCATION AMENDMENTS OF 1966—AUTHORITY TO FILE REPORT

Mr. MORSE. Mr. President, I ask unanimous consent that permission be granted the Committee on Labor and Public Welfare to have until midnight tonight to file the report on S. 3046, the Elementary and Secondary Education amendments of 1966.

I further ask unanimous consent that the report be printed with supplemental and individual views.

The PRESIDING OFFICER. Is there objection? The Chair hears none, and it is so ordered.

MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Hackney, one of its reading clerks, announced that the House had passed, without amendment, the following bills of the Senate:

S. 1356. An act to amend the Judicial Code to permit Indian tribes to maintain civil actions in Federal district courts without regard to the \$10,000 limitation, and for other purposes;

S. 2070. An act to provide for holding terms of the U.S. District Court for the District of South Dakota at Rapid City;

S. 2463. An act to grant the consent of the Congress to the acceptance of certain gifts and decorations from foreign governments, and for other purposes;

S. 3080. An act to amend section 8 of the Revised Organic Act of the Virgin Islands to increase the special revenue bond borrowing authority, and for other purposes;

S. 3096. An act to amend the Federal Airport Act to extend the time for making grants thereunder, and for other purposes;

S. 3715. An act to improve the aids to navigation services of the Coast Guard; and

S. 3830. An act to amend the Atomic Energy Act of 1954, as amended.

The message also announced that the House insisted upon its amendment to the bill (S. 2947) to amend the Federal Water Pollution Control Act in order to improve and make more effective certain programs pursuant to such act; asked a conference with the Senate on the disagreeing votes of the two Houses thereon, and that Mr. FALLON, Mr. BLATNIK, Mr. JONES of Alabama, Mr. KLUCZYNSKI, Mr. WRIGHT, Mr. CRAMER, Mr. HARSHA, and Mr. KUNKEL were appointed managers on the part of the House at the conference.

FEDERAL WATER POLLUTION CONTROL ACT

Mr. RANDOLPH. Mr. President, the House has passed with amendments S. 2947, a bill to amend the Federal Water Pollution Control Act, and has requested a conference with the Senate.

Mr. President, I move that the Senate disagree to the House amendment and

agree to the request of the House for a conference, and that the Chair appoint conferees on the part of the Senate.

The motion was agreed to, and the Presiding Officer appointed Mr. RANDOLPH, Mr. MUSKIE, Mr. MOSS, Mr. HARRIS, Mr. BOGGS, and Mr. MURPHY conferees on the part of the Senate.

REGULATION OF FIREARMS IN INTERSTATE COMMERCE

Mr. TYDINGS. Mr. President, for more than 30 years James V. Bennett, as Director of the Federal Bureau of Prisons, was the confidant, keeper, confessor, and jailer of every person convicted of a crime against the people of the United States.

Thousands of those convicts were behind bars because, with or without malice aforethought, they used firearms in the commission of a crime.

Now retired, but still actively engaged in criminal rehabilitation as a consultant to the Federal Bureau of Prisons, Mr. Bennett analyzed the criminal misuse of firearms in an article for the New York Times Magazine, published September 25, 1966.

Legislation to control the interstate commerce in mail-order guns will soon be considered by the Senate, and I should like Senators to have the benefit of my friend Mr. Bennett's more than 30 years of experience with the gun-slinging criminal when they are called to vote upon the proposed legislation.

Mr. President, I ask unanimous consent that Mr. Bennett's article be printed in the RECORD.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

[From the New York Times magazine, Sept. 25, 1966]

THE GUN AND HOW TO CONTROL IT (By James V. Bennett)

Around the dome of the nation's Capitol is a railed walkway used occasionally by painters and roofers. Should you be able to sweet-talk your way past the guards onto it, equipped with the kind of four-power Japanese scopesight used by marksmen Charles J. Whitman and Lee Harvey Oswald, you might, any Tuesday morning, be able to zero in on Senator THOMAS J. DODD some 300 yards below as he walks across the street from his office to the Senate Judiciary Committee meeting room.

His stride, you would observe, has a bit of jauntiness. This is because, after five years of investigations, hearings, reports, bills, amended bills and extended floor debates, there is some slight hope that, with the prodding of President Johnson, he may be able to get the Judiciary Committee to vote his firearms-control bill up or down. So far the committee has refused to come to grips with the issue raised by states, like New York, which demand the right to regulate who among their citizens may purchase pistols, revolvers, shotguns and other lethal weapons without having the states' efforts thwarted by out of state and mail-order sales. Though the Senator presumably has been disheartened by the committee's filibustering, he is now cheered by the belief that enough votes can be mustered with the help of an aroused public to pass the bill at the next session. Thus, after three decades of effort by nearly all law-enforcement groups—buttressed by the widespread but unorga-

nized support of a public increasingly concerned over crime and violence—the blind and misleading opposition of a relatively small, highly organized gun lobby may be overcome.

Pending Federal proposals to curb unrestricted gun sales are simple and straightforward. The most recent Dodd bill requires anyone who wishes to buy a pistol or revolver to do so through a licensed dealer. It would no longer be possible under such a law to buy a handgun through the mails as do so many juveniles, Lee Harvey Oswalds, ex-convicts, emotionally disturbed persons or others who for one reason or another want to hide their purchases. The bill would ban over-the-counter sales of handguns to non-residents of the dealer's state, to persons under 18, to a convicted felon or to anyone not conforming to state laws governing the purchase or ownership of guns.

The provisions with respect to buying a rifle or shotgun are less restrictive. The guns could still be bought by mail but the purchaser would need to accompany his order with an affidavit setting forth that (1) he was not a convicted felon; (2) he was 18 or older; and (3) he was not in violation of any state law regarding such a purchase. The affidavit would be forwarded by registered mail to the highest-ranking law-enforcement official of the purchaser's place of residence, identifying the firearm to be shipped on return of the receipt. It would also limit the importation of military firearms such as the Italian Mannlicher Carcano rifle bought by Lee Harvey Oswald for \$12.78 to assassinate President Kennedy.

What could be simpler or more straightforward or more essential to the enforcement of state laws? And yet many people have been led to believe the bill is some kind of Federal gun registration law. Others have been hoodwinked into thinking that the right of law-abiding citizens to keep a firearm for home protection or for hunting would be forbidden. Some have been purposely misinformed that the bill controls the purchase of ammunition. Some have been alarmed by statements of gun lobbyists that it places a sales or stamp tax on guns, and that the bill would create some kind of gun monopoly that would put honest dealers, manufacturers or gun servicemen out of business.

There is not the slightest basis for any of these beliefs but it serves well the purposes of those who wish to defeat the bill thus to confuse, obscure, misquote.

The bill, in truth, is a beginning toward preventing guns from coming so easily into the hands of the wrong people. It is a first practical step toward seeing that the almost one million guns sold each year by mail do not go directly into the hands of those who plan to use them for bank robberies, hold-ups, murders or for sniper killings by the mentally disturbed or hatemongers.

Let me mention two or three cases as examples.

Victor H. Feguer wrote to me while he was waiting to be executed that he wanted to die. He protested vigorously efforts to appeal his case. In the course of an investigation, I found that the records of the Federal Prison Bureau showed that Feguer, within a month of the date he was discharged from the state penitentiary, had bought a .380-caliber automatic revolver over the counter of a Milwaukee gun store. No questions were asked, no identification sought. A casual inquiry probably would have developed the fact that there was something wrong with him because he was paranoid and threatening. A somewhat deeper inquiry would have revealed that he was an ex-convict, had been diagnosed by the prison as a borderline schizophrenic and had a record of crime and juvenile delinquency dating back to his 11th birthday.

Thus armed, Feguer kidnapped a greatly admired and conscientious Iowa doctor and shot and killed him for no reason anyone has been able to learn. That murder could have been prevented under the Dodd bill, because no licensed dealer could have sold Feguer, an ex-prisoner, a revolver.

There are dozens of such cases in Prison Bureau files, including that of a prisoner we reluctantly had to discharge from the Leavenworth penitentiary as the law required. We knew he was extremely dangerous. While en route to Los Angeles, he bought a gun in Flagstaff, Ariz. He had the money, so no questions were asked. When he was later questioned about a check he was trying to cash in a Sears, Roebuck store in California, he whipped out his gun and shot two policemen dead.

Albert Lee Nussbaum, like Charles J. Whitman, has been a "gunnut" since he was 18. One exhibit prized by Senator Dodd's committee is a high-powered antitank machine gun that Nussbaum simply bought over the counter.

In 1957 he was sent to prison for five years for transporting a machine gun across the state lines. Within a few months after sentence expired, Nussbaum led eight bank robberies, netting his gang a total of \$248,541. During one robbery, of the Lafayette National Bank in Brooklyn, a bank guard was ruthlessly machine-gunned to death and another police officer missed death only because the bullet intended for him lodged in his shield pin. An arsenal belonging to Nussbaum contained 17 revolvers, an automatic carbine rifle, four bullet-proof vests and several thousand rounds of ammunition. When these weapons were traced, it was found most of them had come from so-called "legitimate" sources.

Nussbaum now matter-of-factly says from his cell in a Federal prison, where he is serving a life term, that he is opposed to any firearms controls. He doubts they will work. Perhaps he reached this conclusion from reading the literature of the National Rifle Association—to which he was once admitted without the necessity of disclosing his prison record or much of anything else. Being a member of the N.R.A., he had the incidental advantage of buying a war surplus .45-caliber automatic pistol for \$17.50 and an M-1 carbine for \$20. He also got free ammunition from supplies made available to the N.R.A. and affiliated gun clubs by the Government.

Incidentally, these "surplus" carbines, pistols and Springfield '03 rifles are available only to N.R.A. members. They may be "surplus" but they certainly are not museum pieces. In 1965 a total of 848 successful bank holdups involved losses of \$3,899,465, according to the American Bankers Association, as bandits armed with handguns, shotguns or rifles more than doubled their attacks and their annual take between 1961 and 1965. No wonder bank insurance rates increase regularly.

One of the time-worn arguments against attempting to control the sale of firearms is that it will not stop crime. Opponents of regulation ask: Why try, and in the process perhaps inconvenience law-abiding people? In this spirit Senator RUSSELL LONG of Louisiana, the Assistant Majority Leader, recently said: "These bills might make it more difficult for the murderers to get guns, but the man who intends to kill can always get a gun, no matter what we do."

If the majority of our lawmakers followed such a philosophy there would be no laws against the distribution of narcotics, fraud or check forgery, rape, arson or other crimes. By the unwillingness of some legislators to face up to facts about guns, murder, bank robbery and violence are made easy.

Take Watts, for instance. There, in the most elemental sort of guerrilla warfare,

policemen, firemen and innocent bystanders were rifled down from rooftops, moving cars the ruins of gutted buildings. Fear of snipers' bullets halted efforts to rescue the wounded, stop the looting or douse the fires. Gov. Edmund Brown's tour of the area and his plans to confer with the leaders of the community came to naught because of widespread rifle fire.

During the rioting more than 2,000 guns were seized; one-third were later submitted as evidence of criminal activity. Of those snipers who could be found and arrested, 76 had pistols in their possession and 39 others had shotguns or rifles. Fifty of the 76 persons arrested for having handguns had either a misdemeanor or felony record. Of the 39 arrested with long guns, 28 had previous criminal records.

Furthermore, Justices of the Supreme Court who were far more conservative than the majority of the present Court have upheld time and time again the right of the Federal Government, in the exercise of its power to regulate commerce, to pass laws restricting the interstate transportation of goods that are in violation of state statutes. Mr. Orth's effort to use the Second Amendment argument before the House of Delegates of the American Bar Association was resoundingly rejected by an almost unanimous vote. The Bar Association not only found the Dodd bill constitutional but overwhelmingly approved it as sound public policy.

The mumbo jumbo about the right to bear arms is only one part of the smokescreen thrown up by the National Rifle Association to block any gun-control legislation. The association piously declares it favors legislation that would keep firearms out of the hands of criminals, juveniles and incompetents, but has no effective bill of its own. Instead, the N.R.A. protests its concern for proper use of firearms in full-page ads beneath a large photograph of Franklin D. Roosevelt holding a rifle as a young man ("America Needs More Straight Shooters"). In fact, as President, Roosevelt approved the Federal Firearms Act and the National Firearms Act, which control the interstate transportation of machine guns and sawed-off shotguns.

The long-standing efforts of the National Rifle Association to thwart any Federal control of firearms where possible, or to water down bills such as the National Firearms Act, which they could not defeat entirely, is interestingly and exhaustively detailed in Carl Bakal's recent book, "The Right to Bear Arms."

As a substitute for the Dodd bill, the N.R.A. urges one by Congressman ROBERT CASEY of Texas, which the association claims is directed at the criminal and not the gun. Under the Casey proposal the Federal Government would be given jurisdiction over any crime committed by a person armed with a gun that had been transported in interstate commerce. Thus, 99 per cent of handguns, rifles and shotguns would be covered.

By this legislative legerdemain tens of thousands of local crimes now dealt with under the police powers of the states would become a Federal responsibility. (Incidentally, the original Casey bill prescribed a mandatory minimum penalty of 25 years but this was later reduced to 10 years.)

Apart from the serious constitutional problems involved here, the whole idea is at odds with the universally held principle of local responsibility for crime control. Moreover, the long and dreary history of man's efforts to control crime by torture, banishment, cruel and inhuman punishment shows the futility of long prison terms. For example, armed robbery everywhere now carries severe penalties, and in some states it is punishable

DIGEST of Congressional Proceedings

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OFFICE OF BUDGET AND FINANCE
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HIGHLIGHTS: House committee reported bill providing adjustment of Defense milk contracts when USDA orders prices raised. Rep. Dole spoke in support of "Bread and Butter Corps" bill. Senate passed poverty bill. Senate passed bill providing adjustment of Defense milk contracts when USDA orders prices raised. Rep. Findley urged House to sustain trade restriction provisions in food-for-peace bill. Rep. Berry stated we have agricultural trade deficit.

SENATE

1. **POVERTY.** Passed with amendment H. R. 15111, to continue and change various programs under the Economic Opportunity Act. S. 3164, the companion bill was indefinitely postponed. pp. 24111-12, 24113-62, 24163-67.
2. **MILK.** Passed as reported S. 3834, to provide for price adjustments in contracts for the procurement of milk by the Defense Department when prices go up after USDA determinations. pp. 24090-2

3. EDUCATION. The Labor and Public Welfare Committee reported with amendments, Oct. 3, during adjournment, S. 3046, to strengthen and improve programs of assistance for elementary and secondary schools (S. Rept. 1674). p. 24076
Sen. Morse commended and inserted an article containing statistics on the quality of education throughout the country. pp. 24169-74
4. APPROPRIATIONS. Sen. Javits submitted an amendment, intended to be proposed by him, to H. R. 17888, the foreign aid appropriations bill, 1967 (p. 24082). This bill was made the unfinished business (pp. 24167-8).
5. MONETARY RESERVES. Sen. Hartke inserted a speech by Secretary of the Treasury Fowler on the subject of the creation of a world currency. pp. 24103-4
6. SCHOOL MILK. Sen. Proxmire spoke on the value of the school milk program. p. 24111
7. WATER POLLUTION. Sen. Nelson called for a Federal-State water pollution conference to draw up specific recommendations for dealing with the interstate pollution problem. pp. 24106-7
8. LEGISLATIVE PROGRAM. Sen. Mansfield announced that it is hoped that the foreign aid and public works appropriations bills, followed by the education bill will be considered today, Oct. 5. p. 24163

HOUSE

9. MILK. The Armed Services Committee reported with amendment H. R. 17500, ^{to} provide for price adjustments in contracts for the procurement of milk by the Defense Department when prices go up after USDA determinations (H. Rept. 2185). p. 24074
10. APPROPRIATIONS. Passed as reported, 319-18. H. R. 18119, the State-Justice-Commerce appropriation bill. pp. 23979-994
11. BANKING. Passed with amendments H. R. 17899, to strengthen the regulatory and supervisory authority of Federal agencies over insured banks and insured savings and loan associations, to increase the maximum amount of insured accounts or deposits, etc. pp. 23994-040
12. TRANSPORTATION. Conferees were appointed on H. R. 15963, to establish a Department of Transportation. p. 24040
13. SEA-GRANT COLLEGES. Agreed to the conference report on H. R. 16559, to authorize sea-grant colleges for education and research in marine resources. This bill will now be sent to the President. pp. 23977-8
14. BREAD AND BUTTER CORPS. Rep. Dole commended and discussed the purpose of the proposed "farmer-to-farmer program, or Bread and Butter Corps." pp. 24047-8
15. LEROUX RESIGNATION. Rep. Nelsen reviewed the "price-depressing policies that have been followed by the Department of Agriculture in this administration" and the resignation of Frank le Roux, FAS. pp. 23995-6
16. POVERTY. Rep. Rodino inserted a N. J. poverty agency analysis of the poverty program showing changes it thinks are necessary. pp. 24065-6

New installment contracts for automobiles rose somewhat in mobile credit remained unchanged so that a net increase in automobile credit of \$208-million was recorded.

Extensions of other types of installment credit were down somewhat from the July levels.

Noninstallment credit outstanding, including charge accounts and single-payment loans, rose only \$54-million in August, as a slight decline in single-payment loans partially offset increases in charge account and service credit.

Total consumer credit outstanding at the end of the month reached almost \$91.5-billion.

SCHOOL MILK PROGRAM CONTRIBUTES TO EDUCATIONAL ATTAINMENT LEVELS

Mr. PROXMIER. Mr. President, often we are inclined to consider child nutrition programs, such as the special milk program for schoolchildren, as contributing to the physical welfare of our children without reflecting on the degree to which they can also assist the learning process.

The school milk program is a prime example. The program helps to provide milk breaks in midmorning and midafternoon. In many instance the children aided travel long distances to school after having inadequate breakfasts. Often they have had no breakfast at all. This midmorning glass of milk can avert the headache, the gnawing stomach pain, which make it almost impossible for a child to concentrate on learning, until a wholesome school lunch is served.

The value of the school milk program is amply testified to by its wholesale use in Project Headstart programs around the country. In classes intended to help the underprivileged child to get a headstart on his formal schooling the milk received by virtue of the school milk program is considered essential to the learning process.

This is one of the reasons why I intend to continue my fight for an extension and expansion of the school milk program.

CONCLUSION OF MORNING BUSINESS

The PRESIDING OFFICER. Is there further morning business? There being no further morning business, morning business is concluded.

ECONOMIC OPPORTUNITY AMENDMENTS OF 1966

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the unfinished business be laid before the Senate.

The PRESIDING OFFICER. The bill will be stated by title.

The LEGISLATIVE CLERK. A bill (S. 3164) to provide for continued progress in the Nation's war on poverty.

The PRESIDING OFFICER. Without objection, the Senate will resume the consideration of the bill.

Mr. MANSFIELD. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. PROUTY. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

Mr. NELSON. I object.

The PRESIDING OFFICER. Objection is heard.

The clerk will continue with the call of the roll.

The assistant legislative clerk resumed the call of the roll.

Mr. NELSON. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Is there objection? Without objection, it is so ordered.

Mr. PROUTY. Mr. President, a parliamentary inquiry. What is the pending business?

The PRESIDING OFFICER. The amendment of the Senator from Vermont is pending.

Mr. PROUTY. Mr. President, I withdraw that amendment and send another amendment to the desk, and ask that it be stated.

The PRESIDING OFFICER. The amendment will be stated.

The assistant legislative clerk read the amendment, as follows:

On page 29, immediately after line 17 insert the following new subsection:

"(1) The Director shall, out of the funds authorized for this Title, set aside an amount equal to 36 percent of such authorization for making grants for carrying out programs eligible for assistance under such sections which assist young people in areas having concentrations of children from low income families who have not reached the age of compulsory school attendance and which include (A) the furnishing of such comprehensive health, nutritional, social, educational and mental health services as the Director finds will aid such children to undertake successfully the regular elementary school program, (B) the provision of appropriate activities to encourage the participation of parents of such children and the effective use of their services, and (C) such other training, technical assistance, evaluation and follow-through activities as may be necessary or appropriate."

Mr. PROUTY. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER (Mr. KENNEDY of New York in the chair). The clerk will call the roll.

The assistant legislative clerk called the roll, and the following Senators answered to their names:

[No. 275 Leg.]

Aiken	Hickenlooper	Muskie
Bartlett	Hill	Nelson
Bayh	Holland	Pastore
Bennett	Hruska	Pearson
Bible	Jackson	Pell
Boggs	Javits	Prouty
Brewster	Jordan, Idaho	Proxmire
Burdick	Kennedy, N.Y.	Randolph
Byrd, Va.	Lausche	Ribicoff
Byrd, W. Va.	Long, Mo.	Russell, S.C.
Cannon	Long, La.	Russell, Ga.
Carlson	Mansfield	Saltonstall
Case	McCarthy	Simpson
Clark	McClellan	Smith
Cotton	McGee	Stennis
Dirksen	McGovern	Symington
Dodd	Miller	Talmadge
Ellender	Mondale	Thurmond
Ervin	Monroney	Tydings
Fannin	Montoya	Williams, N.J.
Fulbright	Morse	Williams, Del.
Gore	Morton	Young, N. Dak.
Griffin	Moss	Young, Ohio
Harris	Mundt	
Hartke	Murphy	

Mr. LONG of Louisiana. I announce that the Senator from Tennessee [Mr. BASS], the Senator from Idaho [Mr. CHURCH], the Senator from Michigan [Mr. HART], the Senator from Hawaii [Mr. INOUYE], the Senator from Washington [Mr. MAGNUSON], the Senator from Virginia [Mr. ROBERTSON], and the Senator from Texas [Mr. YARBOROUGH] are absent on official business.

I also announce that the Senator from New Mexico [Mr. ANDERSON], the Senator from Illinois [Mr. DOUGLAS], the Senator from Mississippi [Mr. EASTLAND], the Senator from Alaska [Mr. GRUENING], the Senator from Arizona [Mr. HAYDEN], the Senator from North Carolina [Mr. JORDAN], the Senator from Massachusetts [Mr. KENNEDY], the Senator from New Hampshire [Mr. MCINTYRE], the Senator from Montana [Mr. METCALF], the Senator from Oregon [Mr. NEUBERGER], the Senator from Florida [Mr. SMATHERS], and the Senator from Alabama [Mr. SPARKMAN] are necessarily absent.

Mr. DIRKSEN. I announce that the Senators from Colorado [Mr. ALLOTT and Mr. DOMINICK], the Senator from Kentucky [Mr. COOPER], the Senator from Nebraska [Mr. CURTIS], and the Senator from Texas [Mr. TOWER] are necessarily absent.

The Senator from Hawaii [Mr. FONG], the Senator from California [Mr. KUCHEL], and the Senator from Pennsylvania [Mr. SCOTT] are absent on official business.

The PRESIDING OFFICER (Mr. TYDINGS in the chair). A quorum is present.

Who yields time?

Mr. PROUTY. Mr. President, I yield myself 5 minutes.

The PRESIDING OFFICER. The Senate will be in order.

The Senator may proceed.

Mr. PROUTY. Mr. President, I should like to say, before I explain the amendment, that I shall be very brief, and I assume that the distinguished senior Senator from Pennsylvania will be brief.

Mr. President, I ask for the yeas and nays on the pending amendment.

The yeas and nays were ordered.

Mr. PROUTY. Mr. President, this amendment is designed to require that the director of OEO set aside 36 percent of the funds authorized for title II to be used in the conduct of Headstart programs during fiscal 1967.

We have all learned of the many pitfalls and errors which have resulted—inevitably, to be sure—from the conduct of various of the programs in the war on poverty. This was and is still to be expected. Certainly, also, Mr. President, each of us is aware of the great value to the economically deprived of some of the programs carried out through the Economic Opportunity Act.

I think without question the program which has been most applauded in all sections of the country, by all witnesses at our hearings, and, indeed, even by critics of the Office of Economic Opportunity, is the program known as Headstart.

Headstart, as we all well know, seeks to prepare the children of the underprivileged for their entry into school. It is a program sufficiently well known

to everyone that there is no necessity for me to describe it in greater detail than to name it.

Mr. President, I am satisfied that the Office of Economic Opportunity, without minimizing its other efforts, would agree that Headstart has been almost singularly successful in acceptance by the community, and, indeed, in results of the efforts made in behalf of these children.

Nowhere, Mr. President, is Headstart defined in the law. That is understandable, since, once devised as a project, it, like Topsey, just grew. It is, unquestionably, an important program.

I feel very strongly, Mr. President, that it is the duty of the Congress to assure that a program so valuable as Headstart, will be continued, and that its good effects will be permitted to expand to assist the underprivileged and the deprived of our very young children. It is most important, Mr. President, that this program shall be funded to assure its vitality before the excitement which can be generated by some newer program might cause funds to be diverted from Headstart.

I am not speaking against new programs nor do I wish to discourage the imagination so necessary to seek new ways to help the poor. Of course these things must be done, and the search must continue for innovations, but not at the expense of a program which we know to be good and effective.

Thus, this amendment. The amendment, simply, provides that 36 percent of the funds authorized for title II shall be set aside by the Director to finance the Headstart program. This amendment is a requirement on the Director. I am well aware that the Office of Economic Opportunity does not like a mandate from Congress. I know full well that OEO much prefers to use the money authorized and appropriated by the Congress more or less as it sees fit within perhaps the broadest legislative language ever conceived for any agency of government. Nevertheless, Mr. President, it is my firm conviction that we have a clear responsibility to write into the law the language of this amendment to assure that Headstart is guaranteed a lease on life commensurate with its importance to the country. I realize that there is language in the committee report which lists Headstart allocations at a certain amount. We all know, however, that report language is not binding on the agency, and we know also that language in this law is binding.

The PRESIDING OFFICER. The time of the Senator has expired.

Mr. PROUTY. Mr. President, I yield myself an additional 3 minutes.

The PRESIDING OFFICER. The Senator from Vermont is recognized for an additional 3 minutes.

Mr. PROUTY. Mr. President, to repeat, this amendment requires that the Director set aside 36 percent of the funds authorized for title II for the conduct of the Headstart program. This is not an amount in addition to the funds proposed by the committee to be authorized for this bill. It provides, simply, that of the funds authorized for title II of

the bill 36 percent shall be earmarked for Headstart.

Indeed, Mr. President, 36 percent of the funds authorized for title II of this bill is almost the same as the 34-plus percent figure recommended by the administration for the operation of the Headstart program for fiscal 1967. It is 3 percent less than the 39 percent recommended by the committee. For example, the \$527 million proposed by the committee for the operation of Headstart is roughly 39 percent of the total authorization for title II. The \$327 million recommendation by the administration for the operation of the Headstart program is roughly 34 percent of the funds authorized for title II.

So, therefore, Mr. President, I offer my amendment to require that 36 percent of the funds authorized for title II of this bill be set aside by the Director for the operation of Project Headstart for fiscal 1967.

Mr. President, I reserve the remainder of my time.

Mr. CLARK. Mr. President, I yield 2 minutes to the Senator from West Virginia [Mr. RANDOLPH].

The PRESIDING OFFICER. The Senator from West Virginia is recognized for 2 minutes.

AUTHORITY FOR THE POSTMASTER GENERAL TO ENTER INTO LEASES OF REAL PROPERTY

Mr. RANDOLPH. Mr. President, I introduce for appropriate reference a joint resolution (S.J. Res. 197) to extend the authority of the Postmaster General to enter into leases of real property for periods not exceeding 30 years, and for other purposes, and I ask unanimous consent for its immediate consideration.

The PRESIDING OFFICER. The joint resolution will be read for the information of the Senate.

The joint resolution (S.J. Res. 197) was read the first time by title, and the second time at length, as follows:

S.J. RES. 197

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That section 2109 of title 39, United States Code, is amended to read as follows:

"§ 2109. Time Limitations on Agreements

"Agreements may not be entered into under sections 2104 and 2105 of this title after July 22, 1964, and under section 2103 after April 30, 1967."

The PRESIDING OFFICER. Is there objection to the present consideration of the joint resolution?

There being no objection, the Senate proceeded to the consideration of the joint resolution.

Mr. RANDOLPH. Mr. President, the pending joint resolution provides for an extension of the leasing program now in effect in the Post Office Department to April 30, 1967. The resolution would extend the time so that the Post Office Department could continue its leasing program as at present.

The Committee on Public Works is intensely interested in examining in depth the relative merits of providing some

major postal facilities through the program of long-term leasing versus Government construction of all such facilities. We feel that it is preferable at this time to have a simple expression of the desire of the Congress to continue the program rather than to go into a long-term leasing program as proposed in legislation which the committee brought to the Senate.

The mail volume in the United States is increasing at the rate of 2.7 billion prices annually and many of the Post office buildings are grossly inadequate to handle this increased mail volume. As a part of the Post Office Department's program to modernize and update its facilities, the Committee on Public Works recently approved prospectuses for the Government construction of approximately \$200 million worth of new facilities to be occupied wholly or partially by the Post Office Department. However, the long-term leasing of additional facilities already in the planning stage is necessary to prevent a breakdown in mail processing. Therefore, I propose that the present authority which will expire December 31, 1966, be extended until April 30, 1967, during which time the Congress can determine whether to extend this authority on a long-term basis or to meet all Post Office requirements for major facilities through Government construction.

Mr. DIRKSEN. Mr. President, will the Senator yield?

Mr. RANDOLPH. I yield.

Mr. DIRKSEN. Mr. President, the joint resolution deals with the authority of the Post Office Department with respect to the building of post offices under the leasing arrangement.

The Senator from Delaware [Mr. WILLIAMS] has had a particular interest in this and has pursued it with a great deal of vigor over a long period of time. If he were present, he probably would have something to say about it.

I am informed by the majority leader that the Senator from Delaware agrees with this action. I also concur with an extension of the authority by this means inasmuch as the authority expires by the end of this calendar year.

The joint resolution would extend the authority to the end of April, which would give 4 months' additional time. In that period of time, the new Congress could go into the matter rather thoroughly and ascertain what ought to be done with respect to the program.

I believe that I can speak for the distinguished senior Senator from Delaware [Mr. WILLIAMS] and for myself.

Mr. RANDOLPH. Mr. President, the constructive comment of the able minority leader does represent the viewpoint of the distinguished majority leader, the senior Senator from Montana [Mr. MANSFIELD], and the viewpoint of the senior Senator from Delaware [Mr. WILLIAMS], with whom I have discussed the matter.

The PRESIDING OFFICER. The joint resolution is open to amendment. If there be no amendment to be proposed, the question is on the engrossment and third reading of the joint resolution.

The joint resolution (S.J. Res. 197) was ordered to be engrossed for a third reading, was read the third time, and passed.

Mr. CLARK. Mr. President, I ask unanimous consent that the time yielded for the preceding colloquy and passage of the joint resolution may be charged against the pending bill and not against the pending amendment.

The PRESIDING OFFICER. Without objection, it is so ordered.

MESSAGE FROM THE HOUSE— ENROLLED BILLS SIGNED

A message from the House of Representatives, by Mr. Hackney, one of its reading clerks, announced that the Speaker had affixed his signature to the following enrolled bills:

S. 1356. An act to amend the Judicial Code to permit Indian tribes to maintain civil actions in Federal district courts without regard to the \$10,000 limitation, and for other purposes;

S. 2434. An act to clarify authorization for the approval by the Administrator of the Federal Aviation Agency of the lease of a portion of certain real property conveyed to the city of Clarinda, Iowa, for airport purposes;

S. 2463. An act to grant the consent of the Congress to the acceptance of certain gifts and decorations from foreign governments, and for other purposes;

S. 3080. An act to amend section 8 of the Revised Organic Act of the Virgin Islands to increase the special revenue bond borrowing authority, and for other purposes;

S. 3096. An act to amend the Federal Airport Act to extend the time for making grants thereunder, and for other purposes;

S. 3715. An act to improve the aids to navigation services of the Coast Guard; and

S. 3807. An act to amend Public Law 89-428 to authorize the Atomic Energy Commission to enter into a cooperative arrangement for a large-scale combination nuclear power-desalting project, and appropriations therefor, in accordance with section 261 of the Atomic Energy Act of 1954, as amended.

ECONOMIC OPPORTUNITY AMENDMENTS OF 1966

The Senate resumed the consideration of the bill (S. 3164) to provide for continued progress in the Nation's war on poverty.

Mr. CLARK. Mr. President, I yield myself such time as I may require.

The PRESIDING OFFICER. The Senator from Pennsylvania is recognized.

Mr. CLARK. Mr. President, it is my understanding that the pending amendment of the Senator from Vermont is not essentially different in effect from the amendment which he proposed yesterday, which would have given legislative direction to spend not less than \$527 million for the Headstart program.

Mr. PROUTY. The Senator is correct. That is essentially true. I do not mention any distinct figure in the pending amendment. The amendment does not limit the Director. He can spend above 36 percent if he so desires.

Mr. CLARK. He could not spend less.

Mr. PROUTY. It would establish a floor, but no ceiling.

Mr. CLARK. The pending amendment would establish a minimum for the Headstart program.

Mr. PROUTY. The committee recommended approximately 39 percent in its guidelines. I think the President's recommendation was approximately 34 percent. My amendment provides for 36 percent.

Mr. CLARK. As I read the figures, the 36 percent contemplated by the amendment of the Senator works out on the basis of the proposed authorization to about \$483 million.

Mr. PROUTY. That is approximately correct.

Mr. CLARK. Since the figure contained in the committee bill is \$527 million, would not this be a cut of approximately \$40 million.

Mr. PROUTY. It would not be a cut at all. The Director could still spend up to whatever amount he saw fit.

Mr. CLARK. But he could reduce the figure by that amount.

Mr. PROUTY. The guidelines recommended by the committee approximate 39 percent. Those recommended by the administration approximate 34 percent.

Mr. CLARK. I thank my friend the Senator from Vermont.

Mr. PROUTY. I am sure the Senator will agree with me that Headstart is one of the best accepted parts of the entire poverty program. It is something that most people generally believe has achieved a very useful purpose. I have no desire here to do anything other than to see that that program is maintained at a certain level, and it can go beyond that, if the Director so desires.

Mr. CLARK. Mr. President, I oppose this amendment, and so does the Office of Economic Opportunity, not because the percentage of money set as a floor for the Headstart program is not appropriate, but because it was the strong feeling of the committee that we should not earmark for any particular program under title II.

Title II is the community action title. The philosophy behind this title, in which there are a wide variety of programs, of which Headstart is only one, is that local community action boards and directors should utilize these programs as the peculiar circumstances of their community might dictate.

In other words, there is a community action program in Philadelphia, another one in Portland, Oreg., and others in Virginia, in North Dakota, in Nevada, in Illinois, in all the States of the Union and the requirements of each community might be quite different.

Therefore, the committee did not desire to write strict legislative floors or ceilings into the bill, but indicated in the report, as a guideline to the Office of Economic Opportunity, the overall sums which in the judgment of the committee it would be wise to spend for these particular programs.

It is true, as the Senator from Vermont has indicated, that the Headstart program is very popular and deservingly so. Therefore, it is a great temptation to ride on that wave of popularity by writing into the bill specific figures and then say, "Look what we did for the little children of America."

But the fact is that, if we put a floor under the popular Headstart program,

a number of other extremely useful title II programs might have to be cut in communities where they were desperately needed. Among those other programs are the programs for health centers, sponsored by the junior Senator from Massachusetts [Mr. KENNEDY], the Nelson and the Scheuer amendments, which deal with the training and further education of subprofessional people.

Mr. PROUTY. Mr. President, will the Senator yield, on my time?

Mr. CLARK. I should like to finish, which shall only take a minute or two.

The Nelson amendment calls for adult work programs and was one of the most successful programs last year. Money was spent by hiring unemployed adults to work on beautification and conservation, thus creating useful employment and striking a blow for a better America.

The Scheuer amendment in title II calls for \$75 million, as a guideline, for work and training programs for adults to prepare them as subprofessionals so that they can take jobs in hospitals, recreation centers, schools, and other public institutions. This would relieve the professionals so that they can spend more time on professional work.

The legal services program has been a great success, and it is being doubled by the committee.

So, if one starts nibbling away, we will substantially reduce the administrative flexibility which should govern this title.

I have a letter written to me by Mr. Shriver, in response to my request for his views on the Prouty amendment, which was different in form but not in substance. It singled out Headstart and put a \$527 million floor under it. It has now been changed by the more general language of the present Prouty amendment, but the intent is the same and the effect is the same.

Mr. Shriver writes:

DEAR SENATOR CLARK: In connection with the Senate bill on which your committee is now working, I would like to make our position clear on this one point. If legislation is enacted giving us the present level of funds, we will spend \$527 million on the Headstart Program, provided, of course, that such a sum is appropriated by the Congress, and apportioned to OEO.

What he is saying here is that if the Senate authorizes \$2.496 billion, he will spend \$527 million on Headstart, which actually is \$40 million more than called for by the present amendment of the Senator from Vermont.

The letter continues:

However, we prefer not to have restrictions on specific program amounts because of the resulting loss of flexibility necessary to the prudent administration of the overall program.

So the Office of Economic Opportunity as does the majority of the committee, opposes this amendment.

I now yield to the Senator from Vermont.

Mr. PROUTY. I yield myself 3 minutes, Mr. President.

I should like to call the Senator's attention to the fact that under my amendment, the programs which he mentioned—legal services, loans to poverty-stricken families for home improvements,

the Nelson and Scheuer amendments, rehabilitation of narcotics, and so forth—are not affected at all.

I merely say that 36 percent of whatever funds are authorized shall be used for Headstart. If the Director wishes, he can go above that amount. My amendment is essentially what the House did. It is essentially what the committee recommended in its guidelines. It is essentially what the President recommended in his guidelines—namely, that 34 percent should be earmarked for Headstart or used for the Headstart program.

Mr. President, I am merely saying that not less than 36 percent can be used for that program. The remaining 64 percent can be used for whatever program the Director sees fit.

Mr. CLARK. Mr. President, although the difference between us is very narrow, the difference is important. In my judgment, it is a question of good administration.

Mr. PROUTY. Mr. President, I yield 1 minute to myself.

Mr. President, it seems to me that the question here is whether the Congress is going to continue to abdicate its responsibility and delegate it in toto to some Federal administrator or say what is going to be spent for certain purposes.

Most of us believe that the Headstart program is outstanding and has done as much for youngsters as anything could under the poverty program.

I get sick and tired every time some administrator comes up here and says, "Give me a blank check and let me determine how it will be spent." I think that Congress has a responsibility in that respect and from now on I am going to insist on facing up to it.

Mr. CLARK. Mr. President, I yield myself such time as I may require.

The Senator makes a very persuasive argument but the fact is that if we write in a legislative floor for Headstart we have no logical excuse for not writing in a legislative floor or a legislative ceiling for legal services, for the various Nelson-Scheuer amendments, and for other programs.

Mr. PROUTY. I would love to do that, but we are not successful in convincing the majority that that should be done.

Mr. CLARK. That was the approach taken by the House of Representatives. That approach was not satisfactory to the Office of Economic Opportunity, it is not satisfactory to me, and it was not satisfactory to a very large majority of the committee because we believe in local initiative and flexibility.

I do not want Congress running this program. I want the program to be run in Burlington, Vt., in Philadelphia, Pa., and in San Francisco, Calif.

We provide the sums which are needed and can be usefully spent. We give the best advice as to where the money should go, but we do not want to tie OEO in a straitjacket. Mr. President, that is why I oppose the amendment. Therefore, I suggest that we vote and get the matter behind us.

Mr. President, I yield back the remainder of my time.

Mr. PROUTY. Mr. President, I yield back the remainder of my time.

The PRESIDING OFFICER. All time on the amendment having been yielded back, the question is on agreeing to the amendment offered by the Senator from Vermont [Mr. PROUTY].

On this question the yeas and nays have been ordered, and the clerk will call the roll.

The legislative clerk called the roll.

Mr. LONG of Louisiana. I announce that the Senator from Tennessee [Mr. BASS], the Senator from Idaho [Mr. CHURCH], the Senator from Tennessee [Mr. GORE], the Senator from Michigan [Mr. HART], the Senator from Hawaii [Mr. INOUE], the Senator from Washington [Mr. MAGNUSON], the Senator from Virginia [Mr. ROBERTSON], and the Senator from Texas [Mr. YARBOROUGH] are absent on official business.

I also announce that the Senator from New Mexico [Mr. ANDERSON], the Senator from Illinois [Mr. DOUGLAS], the Senator from Mississippi [Mr. EASTLAND], the Senator from Alaska [Mr. GRUENING], the Senator from Arizona [Mr. HAYDEN], the Senator from North Carolina [Mr. JORDAN], the Senator from Massachusetts [Mr. KENNEDY], the Senator from New Hampshire [Mr. MCINTYRE], the Senator from Montana [Mr. METCALF], the Senator from Oregon [Mrs. NEUBERGER], the Senator from Florida [Mr. SMATHERS], and the Senator from Alabama [Mr. SPARKMAN] are necessarily absent.

On this vote, the Senator from North Carolina [Mr. JORDAN] is paired with the Senator from Massachusetts [Mr. KENNEDY].

If present and voting, the Senator from North Carolina would vote "yea" and the Senator from Massachusetts would vote "nay."

I further announce that, if present and voting, the Senator from Virginia [Mr. ROBERTSON], and the Senator from Alabama [Mr. SPARKMAN], would each vote "yea."

Mr. DIRKSEN. I announce that the Senators from Colorado [Mr. ALLOTT and Mr. DOMINICK], the Senator from Kentucky [Mr. COOPER], the Senator from Nebraska [Mr. CURTIS], and the Senator from Texas [Mr. TOWER] are necessarily absent.

The Senator from Hawaii [Mr. FONG], the Senator from California [Mr. KUCHEL], and the Senator from Pennsylvania [Mr. SCOTT] are absent on official business.

If present and voting, the Senators from Colorado [Mr. ALLOTT and Mr. DOMINICK], the Senator from Nebraska [Mr. CURTIS], the Senator from Hawaii [Mr. FONG], the Senator from California [Mr. KUCHEL], the Senator from Pennsylvania [Mr. SCOTT], and the Senator from Texas [Mr. TOWER] would each vote "yea."

The result was announced—yeas 38, nays 34, as follows:

[No. 276 Leg.]

YEAS—38

Aiken	Ervin	Jordan, Idaho
Bennett	Fannin	Lausche
Boggs	Fulbright	Long, Mo.
Byrd, Va.	Griffin	McClellan
Cannon	Hickenlooper	Miller
Carlson	Hill	Morton
Cotton	Holland	Mundt
Dirksen	Hruska	Murphy
Ellender	Jackson	Pearson

Prouty
Russell, S.C.
Russell, Ga.
Saltonstall

Simpson
Smith
Symington
Talmadge

Thurmond
Williams, Del.
Young, N. Dak.

NAYS—34

Bartlett
Bayh
Bible
Brewster
Burdick
Byrd, W. Va.
Case
Clark
Dodd
Harris
Hartke
Javits

Kennedy, N.Y.
Long, La.
Mansfield
McCarthy
McGee
McGovern
Mondale
Monroney
Montoya
Morse
Moss
Muskie

NOT VOTING—28

Allott
Anderson
Bass
Church
Cooper
Curtis
Dominick
Douglas
Eastland
Fong

Gore
Gruening
Hart
Hayden
Inouye
Jordan, N.C.
Kennedy, Mass.
Kuchel
Magnuson
McIntyre

So Mr. PROUTY's amendment was agreed to.

Mr. PROUTY. Mr. President, I move that the vote by which the amendment was agreed to be reconsidered.

Mr. HRUSKA. Mr. President, I move that the motion to reconsider be laid on the table.

The motion to lay on the table was agreed to.

Mr. CLARK. Mr. President, I yield 3 minutes on the bill to the Senator from South Dakota.

THE INADEQUATE ATTENTION TO RURAL POVERTY

Mr. MCGOVERN. Mr. President, first of all, I want to express my appreciation to the Committee on Labor and Public Welfare for the attention it has given rural poverty and to direct attention to pages 18 and 19 of the committee's report under the caption, "Rural Poverty—Independent Funding."

In that section the committee has called attention to the fact that only 15.5 percent of the available funds have been spent in fiscal year 1966 in predominantly rural areas where 43 percent of the poverty in the Nation exists.

The committee then calls attention to the language of an amendment I successfully sponsored last year stating:

The Director shall adopt appropriate administrative measures to assure benefits of this section will be distributed equitably between residents of rural and urban areas.

The committee has provided in the new bill, in revised section 211, for the Office of Economic Opportunity to make grants or contracts with independently funded public and private nonprofit organization in predominantly rural areas where it is not feasible within a reasonable period of time to establish community action agencies.

I applaud and greatly appreciate the careful consideration and the affirmative action that the committee has taken in this matter and say very frankly that I am going to support the program reported by the committee only because of their firm insistence on action in rural areas.

The 15.5 percent of expenditures allocated to the 43 percent of rural poverty is not equitable. I agree with the committee that it remains "grossly disproportionate to the magnitude of rural

poverty, and falls short of an equitable distribution of funds."

I especially applaud the direction of the committee in its report that regional projects be undertaken where such projects can be operated most efficiently.

More than a year ago, Mr. President, the director of extension of South Dakota State University and some of his associates proposed a statewide community project. The sponsors would be our State highway commission and our colleges and universities who would conduct training and educational work, and undertake the development and beautification of local, county, and State parks, highways, and public places.

One of our most troublesome continuing soil erosion problems is roadside erosion. There continue to be roads, even through some of our most advanced soil conservation districts, where the ditches on the public right-of-way, still fill streams with silt and sediment. A good deal more than beautification could be achieved by treatment of the unused portions of the rights-of-way—water purification, soil erosion control, weed control, needed roadside rest and picnic areas, and the training and rehabilitation of the scattered jobless in the rural areas who are not sufficiently concentrated in some large city to command the attention of a unit of government that can hire experts, develop projects, and persist in the effort to get Federal assistance to the point of success.

I thought the project proposal was an excellent solution to the problem of scattered poverty in a predominantly rural State, but it was rejected because, I was told, each project must have a local sponsor clear back down in the community, or the township, where the section of road, or park, or playground exists.

There would have been opportunity for several people employed in the project to get training in the handling of tractors, grading, and other heavy machinery. There would have been opportunity to train men in the planting and maintenance of roadside areas, in botany and horticultural pursuits, and in erosion control techniques. There would have been opportunity to develop individuals trained in the development, maintenance, and operation of recreational facilities. I believe that a good deal of continuing employment, and many usefully trained citizens, would have grown out of this project, which was turned down. I hope that, in view of the committee report, it will be reconsidered.

If projects in rural areas must wait for the unpaid part-time mayors of small towns, and similarly uncompensated or part-time township officials, to send into Washington for forms, get a planning grant, master project application forms, fill them out and correct and resubmit them a half dozen times, the job of dealing with rural poverty will never get done and the present pattern of solving rural poverty will continue. That pattern is for the impoverished country people to pile into Watts, Calif., or the South Side of Chicago, or some other congested urban area where a crisis finally forces attention to their plight.

Urban America, as well as rural America, will be benefitted by the "varied and

imaginative approach" to rural poverty, which the Labor and Public Welfare Committee has called for in its report.

I ask unanimous consent, Mr. President, for the section of the report on rural poverty, appearing on pages 18 and 19, to be printed in the RECORD at this point.

There being no objection, the excerpt was ordered to be printed in the RECORD, as follows:

RURAL POVERTY—INDEPENDENT FUNDING

After careful consideration of the nature and scope of program activity in rural areas, the committee has determined that the congressional intent respecting rural poverty has not been adequately implemented. The committee's information indicates that in fiscal year 1966 the Nation's rural poor, though comprising 43 percent of the total poverty population, received only 15.5 percent of all community action funds. This allocation is grossly disproportionate to the magnitude of rural poverty, and falls far short of an equitable distribution of CAP funds. In the judgment of the committee, prompt, practical attention and positive programs are required, beginning this fiscal year, with the objective of bringing about the earliest possible alleviation of this situation. In this connection the committee expressly calls attention to a previously enacted statutory directive on this subject. Section 617 of the Economic Opportunity Act of 1964, as amended, 89th Congress, 1st session, reads as follows:

"The Director shall adopt appropriate administrative measures to assure benefits of this action will be distributed equitably between residents of rural and urban areas."

Taking further cognizance of the need to apply more resources to the problem of rural poverty, the committee unanimously approved, as part of a revised section 211 of the act, an amendment requiring the Director to make grants to, or contract with independently funded public and private nonprofit organizations in predominantly rural areas where it is not feasible within a reasonable period of time to establish community action agencies.

This amendment is designed to assure that careful attention is paid to the desirability and necessity of funding programs sponsored by independently funded agencies in rural areas where community action programs are not in effect.

In developing policies and programs giving increased attention and emphasis to rural poverty, the Director is urged to initiate a varied and imaginative approach. For example, encouragement might be given to existing community action agencies, where feasible, to expand their geographical boundaries to include poverty-stricken rural areas. In addition, there could be an active program to provide technical assistance to rural areas where community action agencies do not exist. This program should include sufficient personnel to stay on the job with the residents of the area until a viable community action agency is formed. The Director is encouraged to provide such technical assistance under contract to outside private corporations if he determines that this is the most feasible approach.

A further amendment to section 211 would provide for the independent funding of a public or nonprofit agency where the Director determines that an independently funded program may help ease conflict or provide more operating efficiency or be more economical. Such funding would be authorized only when the agency involved operates programs of a limited scope and does not have broad comprehensive community representation on its policymaking board.

The committee also has given the Director authority to contract with independent public or private nonprofit agencies for the con-

duct of projects which are of a regional nature where such projects can be operated more efficiently as regional projects.

Mr. DIRKSEN. Mr. President, I yield 2 minutes on the bill to the Senator from Ohio.

Mr. LAUSCHE. Mr. President, at the very beginning of the establishment of the Office of Economic Opportunity and the so-called war on poverty programs, I have been skeptical as to their effectiveness and fearful that such free use of millions of Federal dollars would invite not only waste but corruption and fraud.

Here, today, we are considering a bill, S. 3164, which is supposed to provide for continued progress in the Nation's war on poverty.

Mr. President, there is much evidence that the Office of Economic Opportunity has been grossly negligent in using prudence and keeping close check in the allocation and use of Federal money entrusted to it. In some cases, the situations have been scandalous and have cast a dark shadow upon the entire program.

When I make inquiry to the Office of Economic Opportunity concerning some of the shameful incidents of waste and corruption, I am given an evasive answer that the responsibility rests with those administering the local programs. Obviously, a responsibility does rest at the local level, but the prime responsibility rests with those in the Office of Economic Opportunity who allocate the Federal money and who approve the funding of local programs.

Mr. President, it is high time that the Office of Economic Opportunity rid itself of these loose and wasteful practices and also rid itself of those who fail to adhere to sound and prudent principles in allocating Federal money to carry out these programs.

One of these Office of Economic Opportunity-sponsored programs is known as the community action for youth in Cleveland, Ohio. Since February 1966, Office of Economic Opportunity has funded this program in the amount of \$695,913. Prior to that time, it was funded through the U.S. Office of Juvenile Delinquency in the sum of \$2,829,458.

Mr. President, an examination of the looseness in the manner in which the Office of Economic Opportunity applies its stewardship over Federal money, and how it "passes the buck" when corruption is found, is illustrated in a series of articles which appeared recently in the Cleveland Plain Dealer, of Cleveland, Ohio.

I ask unanimous consent that this series of articles be printed at this point in the RECORD.

There being no objection, the articles were ordered to be printed in the RECORD, as follows:

[From the Cleveland (Ohio) Plain Dealer, Sept. 13, 1966]

CLERK WHO WASN'T THERE ON CAY PAYROLL FOR \$1,632

(By Doris O'Donnell and William F. Miller)

Community Action for Youth (CAY), a multimillion-dollar Hough antipoverty project, paid \$1,632 to a mystery employee whose existence cannot be established, The Plain Dealer learned yesterday.

Raphael O. Lewis, director of CAY, said the circumstances indicating a fictitious woman employee was on the payroll have been investigated by the Federal Bureau of Investigation. The matter was turned over to the regional office of the U.S. Department of Health, Education and Welfare in Chicago and to a bonding company.

"I'm in a real vise," Lewis said. "The situation (related to the investigation) is very unclear."

Plain Dealer reporters learned that in March, Lewis asked the FBI to investigate a payroll account showing the woman employee had been paid eight checks. No trace of such a person could be found on social security records, it was said.

Meanwhile, reporters learned also that two members of CAY's board of directors have been employed on a project administered by CAY this summer. Funds were supplied by the U.S. Department of Labor to help underprivileged youth.

"That is a conflict of interest," said Ralph W. Findley, director of the Council for Economic Opportunity in Greater Cleveland, which now has jurisdiction over CAY.

Findley also disclosed that he expects a report from a team of Chicago-based federal poverty program "evaluators" who have been studying the CAY operation for "a week or 10 days recently."

Findley added that when his OEO office took over the CAY operations in February, an accounting firm audited CAY's books. CAY will receive \$700,000 in antipoverty funds this year.

Findley said he became aware recently that there was an investigation of CAY payroll records. He said he believes any irregularities should be turned over to local law enforcement offices since CAY is an Ohio corporation.

The "mystery" employee was identified on CAY's payroll as "Ellen McCulloh, 626 McKinley Avenue, Akron, O." She reportedly worked in CAY's data processing department.

It was learned that "Ellen McCulloh" was listed as an employee hired to obtain confidential information from Juvenile Court records for a CAY research project. The name was carried on CAY's payroll from May 27, 1965, to Oct. 8, 1965, or 95 days. Payroll records showed earnings were \$2.50 an hour for 653 hours.

During this time, eight checks were issued by CAY, which were endorsed by an "Ellen McCulloh." The eighth check was endorsed also by a former CAY supervisor, Larry A. Weber.

Weber, records show, also approved the payroll sheets.

Weber, 29, of 1291 DeWitt Avenue, Akron, at the time was head of CAY's data processing department.

Lewis said yesterday that Weber resigned from his \$11,500-a-year post earlier this year.

Until last February, CAY had obtained its funds under the federal Juvenile Delinquency and Youth Offenses Act which supplied nearly \$3 million to CAY since its founding in 1963.

Since February, CAY has been funded by the U.S. Office of Economic Opportunity, which administers the antipoverty program.

CAY's books were audited after the transfer from one jurisdiction to another.

Lewis said he did not know the status of the "Ellen McCulloh" investigation since it was turned over to the bonding company. He said all CAY employees are bonded. CAY employs 69 persons.

"We traced the matter as far as we could within the office," Lewis said. "Then we took it to the FBI. We did not receive a report from them."

The Plain Dealer learned that after their investigation, federal authorities ruled the matter was outside their jurisdiction since CAY is a nonprofit Ohio corporation.

Lewis said his own investigation disclosed that the data processing project, which involved obtaining the Juvenile Court records, was supported by "private funds and federal funds."

"The bonding company is handling this now," Lewis said.

CAY, before it became part of the poverty program, received matching support from local agencies, including the city of Cleveland.

Edward C. Knuth, city finance director, and chairman of CAY's finance committee, said the "matching funds" are not cash but services.

Lewis said he has not talked with Weber about the payroll matter and that CAY has "secured \$700 in funds" belonging to Weber. Ordinarily, employees who leave CAY collect their federal pension funds. Weber has not, Lewis said.

Juvenile court statisticians said they did not remember anyone named "Ellen McCulloh" gathering records from their files for a CAY project.

When he was asked about "Ellen McCulloh," Weber told reporters: "I have nothing to say. I have not been contacted by anyone about any investigation. I don't want to discuss it." He was asked about the matter last week.

Alvin G. Cohen, an attorney with the Chicago regional office of HEW, said that HEW did not provide the grant or money for CAY and he was without any authority to pursue the case of the "mystery" clerk. He said the information from CAY was sent to Washington.

Lewis, 40, was named director of the CAY project in April 1964, at a salary of about \$19,000 a year.

CAY was originally directed by M. David Austin, who had worked with many Cleveland social agencies. Its original goal was a four-year, \$12-million program. Over the years, the program has altered as programs have been dropped, expanded or merged with other plans.

[From the Cleveland (Ohio) Plain Dealer, Sept. 13, 1966]

CAY DIRECTORS ON PAYROLL; POSSIBLE "CONFLICT" DEBATED

Two board members of Community Action for Youth (CAY) were on CAY's payroll this summer as director and assistant director of a 10-week, CAY-sponsored Hough area project, it was learned yesterday.

The two are Edward L. Cabell, who was director of CAY-Jet and DeForest Brown Jr., his assistant.

Ralph W. Findley, director of the Council for Economic Opportunity in Greater Cleveland, who is also a board member of CAY, said he did not know that the two men were on the payroll this summer. CAY now is under the jurisdiction of the council, which handles the antipoverty program here.

"That's always bad," Findley said. "That's conflict of interest." He added that "there are other people available and qualified."

Raphael O. Lewis, director of CAY, disagreed with Findley.

"There is no possible conflict of interest," Lewis said.

"The two board members were chosen for the summer project because they intimately knew the Hough neighborhood and its people," Lewis said. "They did a wonderful job there."

Lewis said the summer project in July and August was sponsored by a Department of Labor grant.

During this period there were no CAY board meetings, Lewis said. Thus the two men did not vote on any matter involving the project, he commented.

Cabell said he had written a letter to the board last June asking permission to take on the project to get some on-the-job experience so he could better serve CAY. The ap-

proval was given by the board, Cabell said. He added there was no conflict of interest.

Brown said he received just over \$3 an hour for a 20-hour work week while on the project. Cabell said he received the equivalent of what a director makes for CAY, which was more than \$3 an hour. He would not reveal his salary.

Brown said he resigned from the board last week to take a full-time job as a neighborhood service worker with CAY. He started his new duties yesterday.

The controversy over a possible conflict of interest at CAY is similar to the problem encountered by another East Side federally project, the Manpower Advancement Program (MAP).

Five board members of MAP received fees for business dealings with that program. A Department of Labor official recently recommended that the five members resign for the good of the program.

The CAY jet project involved 80 Hough area teenagers who worked without pay during the summer organizing activities at East Side playgrounds. They also tutored youngsters in their school remedial work and distributed health literature.

The program was considered a success by the labor department and may be used as a model program in other parts of the country.

[From the Cleveland (Ohio) Plain Dealer, Sept. 14]

CAY MYSTERY CLERK IS PUZZLE TO MANY
(By Doris O'Donnell and William F. Miller)

The "mystery" woman on the 1965 payroll of Community Action for Youth (CAY) remains a puzzle to the U.S. Office of Juvenile Delinquency in Washington, D.C., to a bonding company and to an Akron woman.

The Plain Dealer disclosed that an "Ellen McCulloh" received eight paychecks for a total of \$1,632.50 from CAY between May and October, 1965. She was listed as a clerk, residing at 626 McKinley Avenue, Akron.

Mrs. Alva Southern, who has lived at that address, a four-room home on Akron's West Side for 25 years, told The Plain Dealer: "I never heard of her."

Neighbors of Mrs. Southern also said they never heard of a woman by the name of "McCulloh." Mrs. Southern lives alone.

Mrs. Southern said she never received any mail from CAY for the woman supposedly employed by CAY.

Raphael O. Lewis, director of CAY, said he had turned the matter of the fictitious payroll over to the W. F. Todd Associates, which bonds CAY employees.

That was 10 days ago, shortly after the Plain Dealer began its investigation of "Ellen McCulloh."

Harold Eldlin, a spokesman for the Office of Juvenile Delinquency in Washington, told the Plain Dealer that "we are aware of what happened at CAY."

"Our position is that it is a CAY matter," Eldlin said.

During the period when "Ellen McCulloh" was earning CAY funds for gathering confidential information from Juvenile Court records, the CAY project was funded by the juvenile delinquency agency.

In February, 1966, CAY became an arm of the Council for Economic Opportunity in Greater Cleveland, headed by Ralph W. Findley. CAY, however, began as a projected four-year 12 million dollar juvenile delinquency program in 1963. It is a nonprofit Ohio corporation.

"We are awaiting an investigation by the bonding company," Eldlin said.

Charles M. Werdon, claims manager for the National Union Fire Insurance Co., the bonding firm for CAY employees, said that CAY filed a claims loss 10 days ago.

Werdon said: "It is up to CAY to produce records to substantiate proof of loss."

The agent said if the claim is valid, the loss would be paid by his firm, and then his firm would attempt to recover the funds.

The Plain Dealer investigation disclosed that the mystery woman's name was on worksheets of CAY's data processing department. The supervisor was Larry A. Weber of Akron, who resigned from CAY earlier this year.

Lewis said CAY is holding as "secured funds" against the \$1,632 loss about \$700 of Weber's federal pension funds. Lewis said Weber has not claimed the money, which was deducted from Weber's \$11,500-a-year CAY salary.

Eidlin said a final audit of CAY's accounts is being made.

"CAY is accountable for any alleged misuse of funds," he said.

Asked if Washington would make stronger demands on CAY to pursue the investigation more vigorously, Eidlin said: "We are concerned. We have asked CAY to proceed. We are satisfied with that."

A CAY bookkeeper, The Plain Dealer learned, discovered the mystery employee when he could not locate a social security number for her.

[From the Cleveland (Ohio) Plain Dealer, Sept. 14, 1966]

BRUERE FIRES NEW SALVO AT CAY

The Rev. John Bruere, pastor of Calvary Presbyterian Church, E. 79th Street and Euclid Avenue, said reports of a fictitious person on the payroll of Community Action for Youth is "typical of its inept operation."

Rev. Bruere has been critical of CAY's budgeting and in the past has raised questions about CAY's "excessive costs."

The minister, while not a member of CAY's board, is a member of the board of the Council for Economic Opportunity in Greater Cleveland, which now has jurisdiction over CAY.

"If the American community," Rev. Bruere said, "tolerates the operation that CAY has been, we're at the end of the rope. You try to get housekeeping funds for the city of Cleveland without success, but you can squander millions here."

The minister has questioned the payment of \$19,000 for the rental of CAY's headquarters at 1837 E. 79th Street and other items of expense on its budget.

He said Raphael O. Lewis, CAY's director, "just verbalizes and has no thought content" in the administration of CAY as an antipoverty project.

[From the Cleveland (Ohio) Plain Dealer, Sept. 15, 1966]

THIEVES FIND CAY EASY PICKINGS

(By Doris O'Donnell and William F. Miller)

An array of expensive office machines and equipment—enough to equip a good-sized business office—has been stolen from headquarters of Community Action for Youth (CAY) in the past three years.

Thieves have struck more than two dozen times and made off with property valued at \$13,000 to \$20,000. No suspects have been found and no arrests made. One typewriter was recovered.

The stolen equipment includes 27 typewriters, three electric calculators, a copying machine, four record players, three adding machines, three electric clocks and three electric fans.

CAY's preschool nursery even lost an aquarium with fish.

Plain Dealer reporters, checking police department files of CAY's reported losses, found that 24 typewriters were stolen between April and September this year.

The most recent theft report, made to police Tuesday, said that "sometime between 5:30 p.m. and 6:30 p.m. on Sept. 10, two Underwood typewriters" were taken from CAY offices, 1835-37 E. 79th Street, in the Hough area.

The report added there were no signs of forcible entry, that the items were not insured. There were no suspects.

The report concluded: "Theft apparently by a trespasser."

In police files, reporters found complaints from CAY personnel of stolen personal property, damage to property, broken windows, shorts fired into windows and other acts of vandalism over a three-year period.

On Monday, Raphael O. Lewis, the director of CAY, a federally funded antipoverty project, said: "We've had a very bad siege of break-ins and robberies. Mainly typewriters are taken."

Lewis explained that CAY's 69 employees occupy a former apartment building that lacked adequate security locks on doors and windows.

Police records, based on statements from CAY administrators, show a pattern for the mysterious disappearance of property and equipment.

Each of the 31 loss reports indicates that the thievery occurred after 5:30 p.m. and before 8:30 a.m.

Lewis said CAY has tried a guard system and that employees return at unexpected hours to patrol the building.

The property, listed as missing in police files, was stolen from the original CAY headquarters at 1959 E. 79th Street in 1964 and 1965 and more recently from CAY's building at 1935-37 E. 79th Street. (CAY's preschool nursery at 1966 E. 82nd Street and its extension service office at 1610 Lexington Avenue N. E. also have been targets.)

Lewis has told a Cleveland Police Department official that the equipment is not insured.

A CAY spokesman confirmed that CAY's trustees, under the chairmanship of Cuyahoga County Commissioner Frank M. Gorman, voted against insurance because of high rates in the Hough area.

However, the CAY spokesman said, "We have strict inventory controls and report the losses to OEO." OEO is the U.S. Office of Economic Opportunity.

The Council for Economic Opportunity in Cleveland is the OEO agency which has been funding CAY since February 1966.

Reporters asked police whether the Federal Bureau of Investigation has been notified of the thefts from federal property.

A sign posted on the CAY doorway states: "Federally sponsored project. Contents of this area belong to the United States Government."

A CAY official, police said, has notified them by telephone that CAY is an Ohio corporation outside federal jurisdiction despite its federal funding.

Thefts from CAY's nurseries were minor but included tuberculosis test kits, toys and cookies.

A police official said rarely does the kind of equipment stolen from CAY turn up in Cleveland pawn shops. He said it is generally "fenced" in other cities and in other states.

Lewis could not be reached yesterday for comment. He had said on Monday that he was working on a "security room" idea to combat the thievery. He has tried locking items in closets without success, he said.

[From the Cleveland (Ohio) Plain Dealer, Sept. 15, 1966]

LONG LOOK AT CAY NEEDED

There is evidence of startling laxness in administrative procedures and personnel supervision in the federally financed Community Action for Youth (CAY) antipoverty program here and the situation warrants the most searching scrutiny.

In Plain Dealer stories this week, reporters Doris O'Donnell and William F. Miller have disclosed that:

A mystery employee, whose existence has

not been established, drew salary for nearly four months on a CAY records project.

Many thousands of dollars worth of costly but uninsured office equipment has disappeared from CAY headquarters.

The salary payment represents a theft of taxpayers' money.

The disappearance of office equipment represents a theft of taxpayers' property.

Both thefts also raise a serious question as to how they could have been allowed to happen.

The happenings in Cleveland are not the first to demonstrate laxness in the administration of federal antipoverty programs, as many news stories from around the nation have shown. Unfortunately, the good works of agencies charged with responsibility for administering public funds are too often obscured by incidents reflecting careless supervision.

In the case of CAY's fictitious employee, reporters O'Donnell and Miller found that salary totaling \$1,632 was paid to "Ellen McCulloh, 626 McKinley Avenue, Akron" from May 27 to Oct. 8, 1965. The mysterious "Ellen McCulloh" cannot be found in person or in Social Security records. Nor can such a person be remembered in the places where she supposedly performed her duties.

In the case of the disappearing office equipment, only one of 28 missing items has been recovered. No persons have been prosecuted for theft.

Disappearance of the office equipment was reported to police at the time of occurrence. But not until five months after "Ellen McCulloh" left the CAY payroll was an FBI investigation requested by CAY. And it was not until after reporters O'Donnell and Miller began their own investigation that CAY notified the bonding agent for CAY employees that something was wrong.

Both the U.S. Office of Juvenile Delinquency, which supplied funds for CAY at the time of the "Ellen McCulloh" employment, and the U.S. Office of Economic Opportunity, which now provides funds for CAY, have been made aware of the strange case. They say it is a matter to be pursued by CAY itself. Their viewpoint is supported by federal authorities who have ruled that the matter is outside federal jurisdiction because CAY is a nonprofit Ohio corporation.

In the absence of a power to prosecute, and with federal funds involved, it would seem that federal agencies would have an obligation to press vigorously for a speedy and thorough examination of all the happenings at CAY.

Persons responsible for theft of taxpayers' money and property should be found and prosecuted. When prosecution cannot be carried out at the federal level, it certainly can be accomplished at the local level through officers of the city and county.

[From the Cleveland (Ohio) Plain Dealer, Sept. 16, 1966]

CAY WON'T TRY TO RECOUP LOSS

(By Doris O'Donnell and William F. Miller)

Cuyahoga County Commissioner Frank M. Gorman, who also is board chairman of Community Action for Youth (CAY), bluntly conceded yesterday that CAY planned no further official action to recoup the salary paid to a mystery woman on CAY's payroll.

"We're not going to do anything about it," Gorman told The Plain Dealer. "It's up to the bonding company. Look, we've got what looks like someone taking money. We notified the FBI. That's the last I ever thought about it."

The Plain Dealer disclosed on Tuesday that an "Ellen McCulloh" of Akron, O., was paid \$1,632.50 in 1965 to gather confidential research records for CAY from juvenile court. She was listed as an employee of CAY's data processing unit, formerly headed by Larry A. Weber, also of Akron.

After The Plain Dealer began checking into the matter, CAY's director, Raphael O. Lewis, notified the company that bonds CAY employees of the \$1,600 loss.

Gorman said the mysterious employee was found "because Price & Waterhouse, an accounting firm, was checking it, and we found one check made out to Ellen McCulloh was endorsed by Weber."

Gorman said the matter was turned over to the FBI and that as far as he was concerned "the district attorney never mentioned it to us."

Reporters learned that an FBI report was made last March and that the attorney's office ruled that the CAY was outside federal jurisdiction. CAY, the federal attorney's office, said is a nonprofit Ohio corporation.

CAY is funded by the Council for Economic Opportunity of Greater Cleveland, the anti-poverty agency here, and will receive about \$700,000 for 1966.

Asked whether CAY's board of trustees intended to pursue the investigation, Gorman said: "I think we should bring action against the bonding company. I have great confidence in CAY."

"I'm going to tell Mr. Lewis to get the money back. I don't conceive of it as my duty."

"We don't know today whether the person—this McCulloh—was wholly fictitious or not. There were some figures which Weber said were supplied by this woman."

Weber has refused to comment on the matter.

"Someone should investigate this," Gorman said. "I don't know who it is. We should recover the money. It's up to the bonding company."

Asked why Lewis waited as long as he did to report the case to the bonding firm, Gorman said: "Maybe Lewis was a little negligent in notifying the bonding company."

Gorman also was asked whether the estimated \$13,000 to \$20,000 worth of business machines and typewriters stolen from CAY offices in the last three years is federal property. Gorman replied: "I'm sure it can be determined."

"In the Weber matter," Gorman said, "the research department was 100% federally funded. I have no opinion on the equipment. The books are public records. You are entitled to look at public records."

The equipment was not insured.

Gorman said he was not at the CAY board meeting when insurance rates for thefts coverage were discussed but he said that Lewis reported only "Lloyds of London would insure us." A CAY spokesman could not find minutes of the insurance discussion and the decision not to insure equipment was not a matter of formal board action.

"Lewis said the rates would have been more than what was lost in equipment," Gorman said.

The question of prosecution in the payroll case was also discussed with Gorman.

"I don't see any spilled milk to cry over, but I asked Lewis to have the bonding company call me to see whether it recommends prosecution," Gorman said.

Gorman charged the newspaper articles on CAY are attempts to "get Lewis and CAY."

"What do you want me to do?" he said. "Fire Lewis?"

There are 10 CAY board members identified as sponsors and 11 members at large.

[From the Cleveland (Ohio) Plain Dealer, Sept. 17, 1966]

CAY PAYROLL'S MYSTERIOUS "ELLEN" IS LINKED WITH EX-AID'S WIFE

(By Doris O'Donnell and William F. Miller)

The name "Ellen McCulloh," apparently used to pad a payroll, is the same as the maiden name of the wife of a former supervisor for Community Action for Youth (CAY), it was learned yesterday.

Neither the FBI, CAY nor The Plain Dealer has been able to trace the name "Ellen McCulloh" to anyone who actually worked for CAY.

CAY paid out \$1,632 in salary checks in that name.

The supervisor who put the name on his payroll at CAY is Larry A. Weber, 1291 Dewitt Drive, Akron.

The Plain Dealer learned yesterday that his wife's full name is Joanne Ellen McCulloh Peerman Weber.

Her maiden name was Joanne Ellen McCulloh. She was married to a man by the name of Peerman before marrying Weber.

It also was learned that the address listed on payroll records for the woman, in Akron, was that of an aunt of Weber's wife, the former Ellen McCulloh.

Weber had been CAY's supervisor in charge of data processing at the time the name appeared on the CAY payroll. He quit his \$11,500-a-year job in February.

CAY payroll checks were payable to an "Ellen McCulloh" for the period from May 27 to Oct. 8, 1965.

The address listed for "Ellen McCulloh" was 626 McKinley Avenue, Akron, the residence of Mrs. Alva Southern.

Earlier this week, Mrs. Southern told reporters she had never heard of "Ellen McCulloh."

Yesterday she told a reporter that she has a niece named "Joanne McCulloh" but that she had never known the niece as Ellen.

Former employees of CAY's data processing department told The Plain Dealer she had never known or seen an "Ellen McCulloh."

One former employee said he had met Weber's wife, whose first name was Joanne at the Weber home in Akron.

A routine investigation in CAY's financial records, made in March, brought about the search for an "Ellen McCulloh."

At that time CAY was in the process of transfer from the U.S. Department of Health, Education, and Welfare to the Council for Economic Opportunities in Greater Cleveland, the anti-poverty agency here.

CAY's bookkeeper, at that time, was unsuccessful in tracking down a Social Security number for the woman listed as a clerk. Registered letters, sent to several Akron addresses, were returned, including one sent to 626 McKinley Avenue.

Finally CAY's director, Raphael O. Lewis, asked the Federal Bureau of Investigation to look into the matter.

Lewis has said the FBI never reported back and that he was left with the impression that the U.S. attorney's office here had ruled CAY was not an agency of the U.S. government but a nonprofit Ohio corporation and that the FBI, therefore, had no jurisdiction.

The assistant U.S. attorney who reportedly made such a ruling told The Plain Dealer yesterday there is nothing in writing to substantiate the report. The attorney recalled that some time ago "somebody making an audit of CAY had called and that the matter might have come up."

No final determination on jurisdiction was made, he said.

After reporters recently began trying to locate the woman on the CAY payroll, Lewis notified CAY's bonding company of the payroll loss.

Lewis and Frank M. Gorman, Cuyahoga County commissioner, who is chairman of CAY's trustees, maintain that any further investigation is the duty of the bonding company.

The mystery of "Ellen McCulloh" was first disclosed earlier this week.

Yesterday, The Plain Dealer received a tip that the woman was Weber's wife.

This led to a check of records in the Summit County courthouse in Akron.

Reporters found records there which show that Larry Allen Weber married Joanne Ellen Peerman, on May 30, 1964. She previously

had been married to Jimmie F. Peerman at age 19 on September 7, 1957. At the time of her first marriage, she listed her name as Joanne Ellen McCulloh of Tallmadge, Ohio. She is a graduate of Tallmadge High School and a former B. F. Goodrich Co. secretary.

When a reporter called at the Weber home, Mrs. Weber said she had been advised by counsel "not to say anything."

Her lawyer is George Pappas of Akron, former assistant Summit County prosecutor.

Weber has declined to comment on the matter. He reportedly has a job that takes him out of Akron during the week.

Weber has identified himself as a data processing consultant and formerly was associated with a business machine firm.

Mrs. Weber's father, Harry J. McCulloh, 140 S. Thomas Road, Tallmadge, confirmed he has a daughter named "Joanne Ellen McCulloh." He has not seen his daughter in six years and has never met Weber, he said.

His daughter always used the first name of "Joanne," he said.

Pappas could not be reached for comment.

Mr. CLARK. Mr. President, I yield 3 minutes on the bill to the Senator from Connecticut [Mr. Dodd].

Mr. DODD. Mr. President, the war on poverty is probably the most ambitious and imaginative domestic program ever undertaken in this country—ambitious in the depth and breadth of the problems it seeks to solve; and imaginative in the bold, new approaches it employs in helping poor and less fortunate citizens to break out of the cruel and self-perpetuating poverty cycle.

While it represents a new concept in Federal assistance, the program draws its basic strength and its design for success from the traditional, proven American principle of self-help.

Certain critics of the poverty program have argued and complained that it is only an extension of the old welfare program, and as such only a mammoth system of handouts.

This is exactly what the poverty program is not. The entire philosophy and operating principle of the program is to help deprived persons become completely self-sufficient, through basic education, vocational training and steady employment.

The ultimate effect of the Job Corps, the Neighborhood Youth Corps, adult education, Headstart, and other programs we are considering today will be to enable hundreds of thousands of citizens to become productive members of our society.

Certainly this will result in a reduction in the relief rolls and the welfare budget, not an expansion.

Admittedly, there have been problems, and serious ones, during the first 2 years of the Economic Opportunity Act. I believe this is due in part to the very wide scope of the program and the new concepts it employs.

These are administrative problems, however, and while errors have been made we have learned many valuable lessons since 1964. Serious study and consideration have been given the valid criticisms of the program, and the legislation before us today seeks to correct the earlier difficulties.

In no instance should the administrative problems encountered in the infant years of a historic new program be allowed to discredit the entire effort. To

abandon it might well destroy the only real chance which a sizeable segment of the American population has ever had to rise out of the quagmire of slum life.

The war on poverty is a war on waste—the waste of human resources, of ignored potential, of undeveloped talents, of unrealized contributions to the economic, social, and cultural fabric of American life.

And if we do not pursue a positive course, but fight only a defensive rather than an offensive war, we will perpetuate existing poverty, and we will add to the burdens which the rest of the American public must bear in the form of higher taxes, increased juvenile delinquency and crime, burgeoning relief rolls, and dead end welfare programs.

For this reason, I am fully behind the poverty program. I particularly support the proposed expansion of the community action program, the Neighborhood Youth Corps, VISTA, and Headstart which have effectively utilized the knowledge and experience of local governments and local agencies and organizations.

I support the broader and more comprehensive bill reported by the Senate committee, which would authorize \$2.46 billion for the war on poverty as opposed to the \$1.75 billion approved by the House. And while I do not object to certain changes offered to streamline its operation, I am opposed to any amendments which would substantially weaken or cut back the program.

It would probably surprise most people to know that in Connecticut, one of our most prosperous and advanced States, almost 10 percent of the families had a poverty level income of less than \$3,000 in 1960.

The record already made by the poverty level income of less than \$3,000 in 1960.

The record already made by the poverty program in Connecticut in this brief period demonstrates the value and effectiveness of the program and argues forcefully for its continuation.

In fiscal year 1966, Connecticut received a total of \$13,106,401 in Federal grants under the Economic Opportunity Act. More than three-fourths of this went to more than half of the State's 169 towns.

Last summer, 5,000 Connecticut children were enrolled in the Headstart prekindergarten program. These children from low-income families were not only afforded a desperately needed preschool experience, but were also provided medical and dental attention they might never have had otherwise.

This summer 1,600 boys and girls of high school age were employed in Neighborhood Youth Corps projects, and thus had the chance to earn regular wages on a regular job in their various communities.

Any high school teacher can tell the tragic story of students from poor families who have great academic potential but neither the financial means nor the motivation to pursue their education. Through grants to Connecticut universities and other schools, Project Upward Bound sought to supplement the social,

cultural, and educational background of deprived high school students, and hopefully encouraged many to go on to college.

During the year, more than 5,000 Connecticut adults were enrolled in basic education programs, and more than 200 heads of households were actually transferred from welfare rolls to full-time jobs in industry after taking part in work-training programs.

In addition, supporting programs offered disadvantaged persons services never before available, such as legal counseling, health care, and family and business loans.

All of this was accomplished by the Connecticut Office of Economic Opportunity, which operated at a cost of only \$35,000.

The total experience in my own State, and in other States around the country, is one which fully justifies continuation and expansion of the poverty program.

To those who say the cost is high, I need only to point out that the estimated cost to the Government of one career of juvenile delinquency runs as high as \$100,000. Certainly this is financially and socially much more costly than preventive action.

In the long run we cannot afford not to do something to eliminate poverty itself and its resultant problems of unrest, frustration, and crime.

I hope my colleagues join me in supporting prompt approval of the Senate bill.

Mr. PELL. Mr. President, in voting to report out the poverty bill, I did so in recognition of the fact that there have been too many instances where poor judgment has been exercised and maladministration has occurred. I realize, also, and regret the large amounts of money authorized, but I regret even more the conditions of poverty, illiteracy, and unemployability that still plague our country and that require strong remedial action.

To my mind, is this a capital investment program which seeks to eliminate the miserable cycle of poverty and lack of motivation which has affected many segments of the American population for generations. This is not a welfare or palliative program—it seeks to be a remedial or curative program. And, hence, while expensive in the short run, it can save our taxpayers a great deal of money in the long haul, both by getting families off relief and welfare, and by increasing our national productivity.

Because I am concerned about the growth of bureaucracy in administering the program, the so-far limited results, and the serious question of whether the people who most need the help are truly getting it, I strongly recommend that there should be a study in depth by a disinterested, clearly objective organization on the administration of the entire program in order to increase its efficiency and effectiveness in attaining our objectives. I believe there should also be an in-depth legislative investigation of the whole program early in this coming Congress, and, thereafter, close and continuing legislative security.

The objective here is a big one—the

elimination of poverty and illiteracy in the United States—and when one is dealing with big objectives, there are bound to be errors. All told, I believe that the Office of Economic Opportunity is moving ahead in the right direction and that for every error that is made there are far more successes and steps forward.

Mr. MANSFIELD. Mr. President, I send to the desk an amendment and ask for its immediate consideration.

The PRESIDING OFFICER (Mr. HARRIS in the chair). The amendment will be stated for the information of the Senate.

The legislative clerk read the amendment as follows:

On page 18, line 21, strike "\$2,496,000,000" and insert in lieu thereof "\$2,100,000,000."

Mr. MANSFIELD. Mr. President, I yield myself 5 minutes or less.

The PRESIDING OFFICER. The Senator from Montana is recognized for 5 minutes.

Mr. MANSFIELD. Mr. President, it is my belief that the sum reported by the committee on the pending business is much too high considering the President's budget request.

It is my understanding that this year the President added \$250 million for the Office of Economic Opportunity in excess of that which was granted last year.

It is my further belief that it is about time the Senate did not surrender to the President all the responsibility for cutting the excesses over his budget request, and I would hope, therefore, that the Senate, in its wisdom, and in its good judgment as well, would agree to accept the amendment which would reduce considerably the amount reported by the committee.

Mr. SYMINGTON. Mr. President, will the Senator from Montana yield me 3 minutes?

Mr. MANSFIELD. Mr. President, I yield 3 minutes to the Senator from Missouri.

The PRESIDING OFFICER. The Senator from Missouri is recognized for 3 minutes.

REASONS FOR LIMITING POVERTY PROGRAM AUTHORIZATION TO THE AMOUNT REQUESTED BY THE ADMINISTRATION

Mr. SYMINGTON. Mr. President, now and again we see an automobile tag which proclaims with pride "I fight the war on poverty. I work."

This but illustrates the fact that for most Americans working is the rule rather than the exception. But we also recognize that many citizens in this country are so disadvantaged by way of environment, education, and training that, without assistance, they will never be able to win their own war on poverty, in this increasingly complex and technical society.

An environment which creates poverty has a way of perpetuating itself; and unless the chain is broken, it is a problem which can only worsen. That is perhaps the chief reason why I support the concept of the national effort now being made.

Given the basic concepts of the poverty program, spectacular results could not be expected during the first 2-year period of its existence.—There have been

mistakes in administration and errors in judgment. But there has also been a significant impact on many communities, rural as well as urban, throughout the country.

The bill now before the Senate would authorize \$2.496 billion for these programs, \$746 million more than requested by the administration and so authorized by the House. As I understand it, this breaks down to \$196 million more for the Neighborhood Youth Corps, \$150 million for a special impact program, \$400 million more for the community action program, and \$5 million more for VISTA.

Undoubtedly these additional amounts would be useful in attacking this critical domestic problem. Unfortunately, however, the amount of funds authorized cannot be determined wisely on the basis of need and desirability alone. As they are reviewed, consideration should be given also to the growing fiscal and monetary problems of the United States, especially in connection with the heavy ground troop expansion in Vietnam.

In considering the amount to authorize, we should also recognize the problem of adequate living standards for the tens of millions of men and women in this country who rely on fixed incomes, including those who depend on life insurance, pensions, retirement plans, social security, and so forth. Millions of these Americans who depend on fixed incomes live just above or below the poverty line.

For them, and accordingly for the Nation, nothing could be more important than protecting further deterioration in the purchasing power of the dollar.

For such reasons, although I support the poverty program, I will do so at the level of the request of the administration; and therefore will vote for the proposals to keep the authorization within the budget request, including the motion to recommit this bill, with instructions to report it back with the total authorization not in excess of the administration's request of \$1.750 billion, also the amount passed by the House.

Mr. MANSFIELD. Mr. President, I ask for the yeas and nays.

The yeas and nays were ordered.

Mr. CLARK. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. CLARK. As floor manager of the bill, I am permitted to yield time in opposition to the amendment is that correct?

The PRESIDING OFFICER. That is correct.

Mr. CLARK. How much time does the Senator from New York [Mr. JAVITS] want?

Mr. JAVITS. I do not want to speak in opposition, so I do not think I should speak on the Senator's time.

Mr. DIRKSEN. I yield 2 minutes to the Senator. I have hours on the bill.

Mr. JAVITS. Mr. President, the Senator from Illinois [Mr. DIRKSEN] is willing to yield me 2 minutes.

Mr. DIRKSEN. I yield 2 minutes to the Senator from New York.

The PRESIDING OFFICER. The Senator from New York is recognized for 2 minutes on the bill.

Mr. JAVITS. Mr. President, I did not come to the Senate floor prepared to vote for any cut in this bill. I had hoped that the amounts provided in the bill as reported to the Senate would be retained, because I think every item in it will stand up to the debate and arguments. But since the bill has been before the Senate, I have come to the view that it is bound to be cut. I am deeply afraid that the cut which may be made would weaken the legislation and take the heart out of the antipoverty program, and feel that if there should be a cut, though undeserved, it should be one with which we can live.

Speaking for myself, I think the majority leader has given us a way out of what could be a drastic treatment of the program. He has, on the floor of the Senate, proposed a reasoned cut, one with which we could still have an effective program. It will perhaps prove burdensome to the conferees, but it is far better than a more drastic cut which could be made, and I shall therefore support this amendment.

Mr. DIRKSEN. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. DIRKSEN. The Mansfield amendment is not subject to further amendment until all time on it has been yielded back. Is that correct?

The PRESIDING OFFICER. The Senator is correct.

Mr. DIRKSEN. At that time an amendment can be offered?

The PRESIDING OFFICER. Yes.

Mr. DIRKSEN. I put the Senate on notice that I shall offer an amendment at that time, or whenever time has been yielded back.

Mr. CLARK. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. CLARK. My inquiry is whether the Senate did not agree to recognize the Senator from Virginia [Mr. BYRD] at 3 o'clock under the unanimous-consent agreement entered into.

The PRESIDING OFFICER. The Senator is correct.

Mr. CLARK. Therefore, if all time were not used on the Mansfield amendment, we would have to stop debate on it until the Senator from Virginia got the floor to offer his motion. Is that correct?

The PRESIDING OFFICER. That is correct.

Mr. MANSFIELD. Mr. President, I am prepared to yield back my time to bring the matter to a head, if possible.

Mr. CLARK. As far as I am concerned, I shall be ready to vote at 3 o'clock, or at such time before that as we can vote, but a number of Senators have urged me to yield time to them before then.

I now yield 5 minutes to the Senator from Oregon [Mr. MORSE].

Mr. MORSE. Mr. President, I oppose the Mansfield amendment. I oppose any cuts in the bill. I respectfully disagree with the Senator from New York [Mr.

JAVITS] as to what ought to be our course of action.

We had the committee hearings on the antipoverty bill. We discussed this bill at some length as to what our position should be in the committee and as to what we should recommend to the Senate. We reached a conclusion among a substantial majority that the amounts provided in the bill were justified by the evidence and that the Senate was entitled to have a bill reported to it in the amount that the evidence supported.

Mr. President, it is not my fault that the President has recommended a budget with regard to this program and other Great Society programs that cannot be justified in the interest of the people of the country. It is not my fault that the President is willing to have the war in Vietnam paid for by the poverty stricken and by the schoolchildren in America, and by the negroes of America who are being denied their civil rights.

It is not my fault that the President has recommended a budget which, in my judgment, denies to Negroes, as Americans, funds which are necessary to emancipate them from the horrible living conditions of the Negro ghettos.

It is not my fault that the President seeks to have us cut the authorizations for needed public works, education, poverty eradicating programs, civil rights and for that matter his entire domestic Great Society programs.

He is doing it because he obviously is unwilling to face up to the great mistakes he has made and is making in conducting his war in Vietnam. He has been unwilling to propose legislation prior to the election that would tax the American people on their ability to pay what revenue must and should be raised in order to pay for the war.

He has been unwilling to propose legislation that would take the profit out of the war for those who make great profits out of our war economy.

The President ought to be coming before the Congress with a tax increase program that will put the burden of the payment of the war in Vietnam on those who have the ability to pay for it, not on the poor, not on the school children, not on the deprived.

Therefore, I do not propose to vote to cut this bill, or the education bills which will come up later this week.

Mr. President, in my opinion we are seeing evidence of the fact that Congress has reached the point where it cannot legislate judiciously, reasonably, and responsibly between now and adjournment date. Therefore, my plea is that we ought to recess this week and then come back after the election is over. We should recess and come back after, in my judgment, some sense has returned to the thinking of Congress. We should recess and come back after the American people have voted. We should go home now and listen to the people and then come back one week after the election and pass legislation in an atmosphere of reason rather than election politics.

This Congress, in my judgment, cannot legislate responsibly under the pressure for an adjournment sine die which the leadership is seeking to impose

upon us. The American people are entitled to have us take a recess, go home now, listen to the people between now and election day, and then come back within a week after the election and sit down here and consider these pieces of proposed legislation on the basis of the best interests of the Republic. This debate today shows that the Senate is considering this vital bill on the basis of the political interests of the politicians who want to get out of here, get home for the election, and not carry out what I think is their clear responsibility to vote on the basis of the evidence the committee has brought to the floor of the Senate. Senator CLARK has brought to the Senate a bill which should be considered on the basis of the evidence set forth in the hearings before his subcommittee. Our Senate committees have dedicated themselves for weeks to bringing to the Senate reports such as Senator CLARK is bringing to the Senate today, backed up by evidence supporting the amount of money sought to be authorized for the various grant poverty programs. Our committee under the leadership of Senator CLARK is not asking for 1 cent more to be authorized for the poverty program than the evidence supports.

Solving the evils of poverty cannot wait until the war is over.

The poverty-stricken people of this country, the Negroes of this country, the schoolchildren of this country are entitled to have us appropriate the money now to meet the domestic crises, one after another, that have been raising their ugly heads to plague this Republic. Our domestic welfare, security, and tranquility demands the full amount being recommended by the Senate committees who have conducted hearings on these great poverty bills.

So I hope, Mr. President, that we will take a recess, and come back when we really can legislate, in my judgment, as we should legislate, on the basis of the facts before us. The compromises being proposed here today in regard to these budget items, in my judgment, are not in the public interest.

Mr. CLARK. Mr. President—

The PRESIDING OFFICER. The Senator from Pennsylvania.

Mr. DIRKSEN. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator from Pennsylvania has the floor.

Mr. CLARK. I have the floor, but I shall be happy to yield to my friend from Illinois for the sole purpose of propounding a parliamentary inquiry.

Mr. DIRKSEN. Oh, it is.

The PRESIDING OFFICER. The Senator from Illinois will state it.

Mr. DIRKSEN. Very respectfully, may I ask, would it not be appropriate and in accordance with custom, under the Senate rules, after there has been recognition on the other side of the aisle, that somebody on the minority side be recognized? Or is it the plan not to recognize the minority until the hour of 3 o'clock, when we have preempted the time for the distinguished Senator from Virginia?

Whether or not the minority has any rights is a fair parliamentary inquiry.

Mr. CLARK. Mr. President, I should like to speak on that parliamentary inquiry.

The PRESIDING OFFICER. First, the Chair would respond by saying there is no such plan by the Chair, and the Chair will endeavor to be as fair as possible in the matter of recognition.

Mr. DIRKSEN. Then I ask for recognition.

The PRESIDING OFFICER. The Chair had already recognized the Senator from Pennsylvania.

Mr. CLARK. Mr. President, does any other Senator wish time in opposition to the amendment? If not, a parliamentary inquiry. How much time is there left in opposition to the amendment?

The PRESIDING OFFICER. There are 23 minutes remaining to the Senator from Pennsylvania on the amendment.

Mr. CLARK. Mr. President, I yield myself such time as I may require in opposition.

Mr. MANSFIELD. Mr. President, I think the Senator should know that I have yielded back all my time.

Mr. BYRD of Virginia. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator from Pennsylvania has the floor.

Mr. CLARK. Mr. President, I ask unanimous consent that I may yield to the Senator from Virginia for the purpose of his propounding a parliamentary inquiry, without losing my right to the floor.

The PRESIDING OFFICER. Is there objection to the request of the Senator from Pennsylvania? No objection is heard, and it is so ordered. The Senator from Virginia will state his parliamentary inquiry.

Mr. BYRD of Virginia. My inquiry to the Chair is this: If the Senator from Montana has yielded back all of his time, does that preclude me from asking the Senator from Montana to yield 2 minutes to me to support it?

Mr. MANSFIELD. I yield 2 minutes on the bill, if the Senator from Pennsylvania has concluded his remarks.

Mr. CLARK. No, I have not even started.

May I say to my friend from Virginia that I shall be happy to yield him 2 minutes on the bill within the next 15 minutes.

Mr. BYRD of Virginia. That is perfectly satisfactory.

Mr. MANSFIELD. Mr. President, would the Senator, in the interests of cooperation, permit this matter to come to a head, and, if the distinguished minority leader wishes to offer his amendment, grant him that consideration?

Mr. CLARK. Mr. President, I should like to say a few words first, before I respond to the inquiry of the Senator from Montana, which I shall do in short order.

Mr. President, the Committee on Labor and Public Welfare has come out with a bill with a total authorization of \$2.496 billion. That sum the committee was and is prepared to defend. As recently as a half hour ago, we had strong support for that sum from the senior Senator from New York, who now, however,

indicates he will support the pending Mansfield amendment.

There is a question as to whether it is possible to sustain the amount of the authorization contained in the bill, which is \$750 million more than the President recommended in his budget.

The amount which the committee approved is well below what appeared to be the minimum requirements of the poverty program, as it had been developed in comprehensive hearings before the subcommittee, in markup sessions before the subcommittee and the full committee.

I therefore am most reluctant to agree to any cut in the amount which was brought forward by the committee. I support wholeheartedly the comments made by the Senator from Oregon, and expressed to me privately by many other members of the committee. We have an obligation, as a matter of the conscience of the Senate and as a matter of response to the needs of 35 million poverty-stricken people in this country, not to cut back this program for any alleged budgetary reasons. We should remember, of course, that this is not an appropriation measure, but an authorization measure, and that the Senate, on two occasions this year, has not only authorized but has appropriated money which the Secretary of Defense said he did not want and which the President said he would not spend.

I ask the same consideration for this program to aid the poverty-stricken people of America—give the President the authorization. If he does not wish to spend it, if the Appropriations Committees will not give it to him, let them make that decision. But let the voice of the Senate be on record in support of a war on poverty originated by John F. Kennedy when he was in the White House, and carried on by Lyndon Baines Johnson.

I suggest that the amount of this authorization is really important.

While I myself am opposed to the cut of \$396 million proposed by the majority leader, I know full well that it may be difficult to hold even that amount. But I make a plea to the Senate—do not cut the bill any further than the majority leader is now prepared—and I think reluctantly prepared—to ask you to do.

I know that before I yield the floor, I am committed to yield to the Senator from Virginia. I know that the minority leader, wise and shrewd in the ways of the Senate, one of our most lovable Senators, with the support of the majority leader, is asking the Senator from Pennsylvania not to buck the "establishment" by preventing the Senator from Illinois from making an effort to cut the bill even further.

Mr. MANSFIELD. Mr. President, will the Senator yield?

Mr. CLARK. I yield.

Mr. MANSFIELD. I must say that I do not like the reference the distinguished Senator from Pennsylvania has made to the "establishment," and the implication that the minority leader and I have been in cahoots on this proposal. That just is not so. We did try to work

out something. We went our different ways. It was my thought that this would be the best way to settle a vexing problem. With the Senator's permission, I should like to propose a unanimous-consent request.

Mr. CLARK. Will the Senator from Montana reserve the request for a moment?

Mr. MANSFIELD. Yes.

Mr. CLARK. Is it not correct that the Senator from Montana, only a few minutes ago asked me to yield to the Senator from Illinois so that he could propose a further cut?

Mr. MANSFIELD. Yes.

Mr. CLARK. That is what I am going to do.

Mr. MANSFIELD. But I wish the Senator from Pennsylvania would not refer to the "establishment"; it creates an impression that we are doing something "under the table." I wish to assure the Senator that we have not and will not.

Mr. CLARK. I recognize that the "establishment" always moves on top of the table, never beneath it.

Mr. MANSFIELD. Mr. President, will the Senator from Pennsylvania yield once more?

Mr. CLARK. I yield.

Mr. MANSFIELD. The "establishment" is composed of 100 Senators. Do not forget that.

Mr. CLARK. Would that were true.

I yield 2 minutes to the distinguished Senator from Virginia.

Mr. BYRD of Virginia. Mr. President, it will be satisfactory to the Senator from Virginia if the Senator from Pennsylvania wishes to yield first to the Senator from Illinois.

Mr. CLARK. Mr. President, I yield to the Senator from Illinois as much time as he may require.

Mr. DIRKSEN. Mr. President, the clock will not meet my requirement if I have to forsake the floor at the hour of 3 o'clock.

A parliamentary question.

The PRESIDING OFFICER. The Senator from Illinois will state it.

Mr. DIRKSEN. Must I yield the floor at 3 o'clock, or may I allocate time to myself under the bill?

The PRESIDING OFFICER. Under the previous unanimous-consent agreement, at the hour of 3 o'clock the Senate will proceed to consider the Byrd motion.

Mr. CLARK. Mr. President, the Senator from Virginia is in the same box that I am—we are in opposition to the majority and minority leaders.

I ask unanimous consent that the Byrd motion may be temporarily set aside until the junior Senator from Illinois has been able to offer his amendment and obtain a vote on it and, if it is rejected, until the amendment of the Senator from Montana is voted on.

The Senator from Virginia can object to the request if he wants to. I hope that he will not.

Mr. SYMINGTON. Mr. President, reserving the right to object, I am to leave the Chamber at about 3 o'clock. I would like to vote on the Byrd motion.

Would the unanimous-consent request of the Senator permit me to vote on the motion?

Mr. CLARK. The Senator will have to ask the able majority and minority leaders. I cannot answer the question.

The PRESIDING OFFICER. Is there objection to the request of the Senator from Pennsylvania?

Mr. BYRD of Virginia. Mr. President, reserving the right to object, I should first like to know the contents of the amendment of the minority leader. If it is what I think it is, I do not think I would have any objection. If it is not what I think it is, I might have some objection.

Mr. DIRKSEN. Mr. President, to authentically advise the junior Senator from Virginia, I propose to go back to the budget figure of \$1,750 million.

Mr. BYRD of Virginia. Mr. President, further reserving the right to object, as I understand it, the amendment which will be presented by the distinguished minority leader would reduce the proposed committee authorization from \$2,496 million to \$1,750 million, which is the precise amount of the original budget estimate and the amount authorized by the House.

Mr. DIRKSEN. The Senator is correct.

Mr. BYRD of Virginia. If the amendment of the Senator from Illinois is agreed to, it would do what I intend to accomplish by my motion to recommit the measure to the committee with the stipulation that it be reported back at a figure not above \$1,750 million.

Mr. DIRKSEN. Precisely. And it would not have to go back to the committee.

Mr. BYRD of Virginia. It would be accomplished in a direct fashion.

Mr. DIRKSEN. The Senator is correct.

Mr. BYRD of Virginia. It would accomplish on the floor what otherwise would be accomplished in committee.

Mr. DIRKSEN. The Senator is correct.

Mr. BYRD of Virginia. I do not object.

Mr. MANSFIELD. Mr. President, reserving the right to object, and I do not intend to object, I compliment and commend the distinguished senior Senator from Pennsylvania [Mr. CLARK] for the statesmanship and understanding he has just shown.

The PRESIDING OFFICER. Is there objection to the request? The Chair hears none, and it is so ordered.

Does the Senator from Pennsylvania yield back the remainder of his time on the Mansfield amendment?

Mr. CLARK. Mr. President, I yield back the remainder of my time on the Mansfield amendment.

The PRESIDING OFFICER. The Senator from Illinois is recognized.

Mr. DIRKSEN. Mr. President, I offer an amendment to the Mansfield amendment and ask that it be stated.

The PRESIDING OFFICER. The amendment will be stated.

The legislative clerk read as follows:

On page 18, line 21, strike "\$2,100,000,000" and insert in lieu thereof "\$1,750,000,000".

Mr. DIRKSEN. Mr. President, I yield myself 20 minutes.

The PRESIDING OFFICER. The Senator from Illinois is recognized for 20 minutes.

Mr. DIRKSEN. Mr. President, I thank the distinguished Senator from the Keystone State for his forbearance and for his sense of equity and fairplay.

We have been working on this matter for quite some time. It is not a matter of pride with me, but rather a matter of carrying out a principle that I have sought to exercise in connection with measures such as the HEW and other bills.

Mr. President, you would not believe, if we were at liberty to tell you, what happened in an hour and 15 minutes, from 3 o'clock until 4:15 yesterday afternoon, when the very distinguished majority leader and I sat with the President and discussed this matter. You should have heard him on the budget. He fulminated like Hurricane Inez. He realizes what we are doing to his budget.

We approved a bill in the Committee on Finance this morning. I believe that we added about 50 amendments. It has everything in it except a Baldwin piano and a kitchen stove. The Treasury tells us that we have lowered the revenues by \$600 million.

The Budget Director came before the Committee on Finance yesterday. He said there that he is on a still hunt to find \$3 billion that he could cut out of the budget. Yet, with reckless abandon, we authorize money and spend money here as if it had no value and as if there were no bottom to the barrel.

It is the nonessential expenditure, and not Vietnam, that accounts for the inflationary fever that is in the country today. I am not going to stop my effort to bring an end to it, if I can, and to give the President of the United States a lift.

One of the cardinal principles in my party platform has been economy and a balanced budget. I cannot get out on the hustings in one State or another—when I get the hardware out of my hip sometime within the next 2 weeks—and fulminate against your party and your candidates and try to make a case without being able to say, "That is what I tried to do on the floor of the U.S. Senate."

This is an unbelievable situation. We are confronted here with what I have described on occasion as an unbelievable boondoggle. I do not retract the statement. I am prepared to establish the truth of it.

I want to vote for the antipoverty bill, and I will vote for it if we restore it to the budget figure. I will accept it at that figure with all its excesses, with all its weaknesses, and with all its defects.

I am still willing to put \$1,750 million on the nose. However, first of all I want to make an assessment of what I think the hearings show as to the graduates of the Youth Corps camps at Camp Atterbury, Ind., and Camp Breckenridge, Ky., or of the Job Corps, and I would not know who they are. I would not know that there was such a list, except

that it was furnished to the committee. So, at random, we called up four of the employers yesterday, because the employers are listed. I could have picked others. We do not know who these boys are. The lists appear in the hearings.

The director of the Attebury Job Corps Center furnished to the committee a list showing the placement of Job Corps trainees, and on page 418 the director of the Breckinridge camp listed the placement of Breckinridge trainees. The Attebury center listed trainees as having gone into private employment, and indicated the name of the employer and the number of corpsmen employed. The Breckinridge report listed similar information.

To learn how this program worked out, we telephoned—and I guess at our own expense. The first employer indicated that he had employed a Job Corps trainee upon the recommendation of a member of the personnel of the camp, who had been employed with the employer prior to becoming a part of the Job Corps program. The Job Corps trainee, in the words of the employer, "really did not know anything about the subject that he was supposed to have been trained in."

The employer, however, was willing to retain him and attempt to teach him the skill that he supposedly learned at the Job Corps center. However, the Job Corps trainee left before the expiration of 2 weeks of his employment, and they do not know where he is.

Now, that is a great training program. And we spent \$10,000 on that youngster, wherever he is.

Let us now look at No. 2, the second trainee employed at a skill that he was taught at the Job Corps center. He seemed to have, according to his employer, "little interest" in his job, and he, too, remained less than 2 weeks. He is presently employed by another employer, but not in occupation for which he was trained. So that money went down the drain. That money was just thrown into the rain barrel.

Now we come to a trainee from Camp Breckinridge. The employer described the trainee as "irresponsible," and made the observation that in spite of the fact that he came "highly recommended," it was obvious that "his training did not do any good"; that he was sadly disappointed in the Job Corps trainee, particularly since he came so highly recommended. The Job Corps trainee stayed for 2½ weeks, and is now "drifting around the town, doing odd jobs." That is trainee No. 3, whom we picked at random.

Trainee No. 4: The fourth employer indicated that it was the policy of his company, one of the larger companies in the country, to cooperate with the Job Corps training centers in attempting to provide employment for Job Corps graduates. This particular Job Corps trainee was employed in the spring of the year. The manager of the division in which he worked indicated that he worked less than 1 week, before quitting. He lasted 6 days.

So there are 4 weeks and 1 day for these trainees—or just a little more—and the cost was \$40,000 for training.

What about the rest of the graduates from Attebury and Breckinridge and all these other places? We did not send the employers a letter or a telegram. We made long-distance telephone calls. And that is the net result.

Yes, it was written on the ancient parchments, "By their fruits ye shall know them." And I am afraid that is all too true.

Going a little further, I could read from the record all those lovely things that they said about the security in Camp Attebury and Camp Breckinridge. Well, the senior citizens had a party, and then, of course, the camp officials got hold of them—the sheriff, the chief of police, everybody. I have all the quotes here. I could read them into the RECORD, if so disposed, and perhaps I will put them in later, as a part of my remarks.

However, there is another story to be told, and that story I want to tell. But before the time runs out, I want to speak a little about the community action program. Let me give you a jewel.

I have fussed around with the English language for a long, long time—ever since I could babble and climb over the edge of the cradle without getting hurt. Now I read what the Northwest Pasadena Young Adult Project submitted to the Pasadena commission. This would do justice to a Department of Agriculture yearbook.

Thus, the elemental presupposition implicit in the very existence of the agency ab initio is a set of behavior and condition norms and criteria which assign to the client some level or degree of abjection, the abjuration of which is deemed essential to society's well being and progress.

I have to ask Senator MORSE what "abjuration" means. Well, it means to abjure, to push away, to push off to one side. But Senators ought to read this and weep. This is part of the community action program.

Thus, the elemental presupposition—

I wish I could talk like that—

implicit in the very existence of the agency ab initio—

That means from the beginning, I suppose—

is a set of behavior and condition norms and criteria—

They use the word "norms" in another country—

which assign to the client some level or degree of abjection, the abjuration of which is deemed essential to society's well being and progress.

Brethren, weep with me as you read about this community action program.

On November 16, the Los Angeles Examiner reported that a part of the recent grant of over \$1 million to Watts, in Los Angeles, included such programs as \$11,500 to survey potentials of improvement. Is that what they need—to survey potentials of improvement? That will do justice to any academician anywhere, any time.

To initiate community centers, \$129,000; \$19,000 to strengthen neighborhood centers; \$146,000 to provide a technical assistance staff to develop war on poverty proposals. I thought they had done that over the last couple of years, and

that they had a blueprint to show where the companies and platoons and regiments and divisions were to be deployed in the war on poverty. So they will take \$146,000 to start that over again, in the Watts area.

For neighborhood leadership programs, \$81,000 and \$67,000 to establish decentralized multifunctional information. One just founders in etymology here.

On August 12, the Pasadena Star reported that the Pasadena Community Playhouse had requested not \$100,000 nor \$200,000. They had requested \$750,000 to provide, among other things, tent shows for the culturally deprived.

Yes, I remember, with a sense of shame, the tent shows under WPA.

When they came out to my hometown, they thought it was a service to me to set up a tent show and to show a play—some of these best sellers. The one that played that night in my town was Avery Hopwood's "Forest." Senators remember Avery Hopwood. Why, a fortune was made on things like "Up in Mabel's Room," "Getting Gertie's Garter." It is true. No wonder my mother did not want me to have too much contact with the theater.

So here is what they said:

The concept—

Get this. It is too good to be lost. It should be chiseled on stone—

The concept of the Great Society does not limit itself to the relief of the economic ills alone. It embraces the economic, social and cultural growth and well-being of all who are presently disadvantaged. The theater, therefore, which through the ages has nourished the spirit of man, must be available to all . . . If culture is good for some it is good for all.

But a good job would be a lot better and assist them a little better; and that is the problem here. Send these trainees out and they get jobs among some of the largest employers, who say they do not know anything about the subject, and the training has been lost on them. That is why I said earlier there was a good deal of boondoggling about it. It has got to stop. I am not going to add more money over what the President said they should have.

Then, with respect to Hopkins Park, the Pembroke Herald Eagle described the culture program, as follows:

The evening of Monday July 26 marked a new foolish era of Pembroke Township . . . [which now] plans to hire an out-of-town stranger at \$200 a week to tell Hopkins Park residents why they are poor . . .

You have to do some research to find out why you are poor; and probably have to go to the Library of Congress.

An OEO representative stated that this \$30,000 [anti-poverty grant] must be spent by counting the number of people who live here, surveying the road conditions, and asking people why they are poor . . .

Any fool walking or riding around Hopkins Park can see why the people are poor. They are poor because there is no payroll here . . . the problem is . . . not building day schools and clinics . . . this community needs a man that knows how to go out and bring business here.

They are going to stoke up a survey to find out why they are poor. It reminds

me a little of the two fellows who were appointed to an auditing committee for the lodge. The lodge was broke. They said, "We find the lodge is financially embarrassed because it is fresh out of money."

Let us go further. There is \$227,000 for a vocational rehabilitation center to rehabilitate the mentally and physically disabled. Try arguing with that. This is what it says.

How about an adult education program for 120 persons that cost more than it did to send private tutors to homes of each of the 120, and 20 times as much as an existing locally financed program.

Mr. President, I could go on and on. There are a great number of other things. I promised the Senator from Missouri [Mr. SYMINGTON] that I would watch the clock so that he would have a chance to vote. But there are one or two other things that I wish to get in here.

I look with a baleful eye at the entire legal aid program, notwithstanding the fact that State bar associations, the national bar, and I suppose the American Bar Association are for it. The trouble is that those who are at the higher echelon in the bar associations never have any contact. Let the humble lawyers do it so they do not get around to where the praying goes on and where you get on your knees.

On page 21663 of the RECORD of September 14, there is a list by States of the funded legal services, programs as of July 1, 1966. Some very interesting things appear in the 11 listed for Illinois. Eleven legal associations.

The list shows Eldorado. That is way down in Little Egypt in the southern part of the State. The legal service program was funded in the amount of \$59,589. The Eldorado census as of 1960 was 3,573 people.

The PRESIDING OFFICER. The time of the Senator has expired.

Mr. DIRKSEN. Mr. President, I yield myself 10 additional minutes.

The Illinois legal directory shows that there are four attorneys for the town. The other more interesting one is Karnak. I shall finish with Eldorado. There are four attorneys. So they get \$59,000 from the Federal till as a part of the poverty program. Why, it beats working in a law office. Somebody said that if they had this program when Lincoln was alive he would not have practiced law. He would have probably taken one of these sinecures and maybe he would never have been elected President of the United States. Who knows, except destiny had something else in store for him.

But four attorneys and \$59,000 worth of poverty business. You have got to be pretty fast on your feet, even as an attorney, in order to add that up.

Down in Little Egypt—those are nice names—we have one called Thebes, we have one called Cairo, and we have one called Karnak. Do you remember that great story about Karnak in ancient history?

In Karnak, whose population, believe it or not, is 667, they allowed \$65,805 for the Shawnee development legal aid program. Karnak does not have an attorney.

The county has five attorneys. One of the five attorneys is a judge, and the other is the State's attorney, and that leaves three attorneys. That is a nice little sum, \$65,000, to be passed out among three attorney's to go after the poverty boys and girls and see that they do not get into difficulty.

It could be that these attorneys listed for each of the 50 States might be used to process suits under title IV of the Civil Rights Act. I do not know. But I do know that is the record and I do know that by their fruit ye shall know them. There is the fruit.

I had to take after Camp Breckinridge when the University of Southern Illinois was operating it. The president of that university was in my office along with the State superintendent of public schools. When they began to badger in a friendly fashion I said, "Read them this." I gave them a record over Sargent Shriver's signature as to what happened in Camp Breckinridge where there was one instructor for nearly every boy.

When I say there is something of the boondoggle about this, I was not kidding for a moment. Here is a letter from an attorney in Texas who evidently runs a pretty good shop. They are getting concerned about this matter and the inroads that the Federal Government, through this program, is beginning to make upon the professional men in that field. They have a right to protest and squawk because if that is to be the big brother business from now on we should stop this poverty business at once. But I will still go along and still venture some money on it so it will never be said I am flinty, hard, and have no compassion for those disadvantaged and culturally deprived in their youth.

Well, sometimes open confession is good for the soul. I lost my father when I was 5 years old. My mother brought up her brood of children as a widow. I had to go to school in overalls because we could not afford anything better. My twin brother and I often talk about those humble days. I do not weep so much about them because although life was hard—not lush—somehow, God willing, we made it. I therefore do not want to see any pampering go into this program which would somehow weaken and debilitate the youth of this country. I want to make sure that we get something out of the money we spend on it. That is the reason the President was right in holding down the amount.

Some time ago, the President advised me that the demand which was originally made went right through the roof. He could not believe the amount of money they were asking. He therefore sent a budget to Congress of \$1,750 million, which is \$250 million more than was granted for the fiscal year ending June 30.

The \$1,750 million is the President's budget figure. The House approved that figure and now the Senate committee came along and added another three-quarters of a billion dollars. I want to see it taken out, and so does the Senator from Virginia, and that is the purpose of the motion to recommit.

Mr. LAUSCHE. Mr. President, will the Senator from Illinois yield?

Mr. DIRKSEN. I yield.

Mr. LAUSCHE. Do I understand correctly that even if the amendment of the Senator from Illinois is adopted, there will be an authorization giving \$250 million more than was appropriated for this general program last year?

Mr. DIRKSEN. Yes, sir. That is the figure in the RECORD. That is the budget figure.

Mr. LAUSCHE. Now then, may I ask, is there any question about the figure which the Senator gave concerning the legal services phase of the program of 657 residents and a \$65,000 grant being made to hire lawyers?

Mr. DIRKSEN. I gave the pages in the RECORD. The Senator will find them when he reexamines my remarks.

Mr. President, sitting with me is a staff member of mine, a fine lawyer, who has lived in southern Illinois within a stone's throw of Eldorado and Karnak. He can tell the Senate firsthand what it is like there, so we need not guess about those things.

Mr. LAUSCHE. Then the Senator is vouching for these figures, and I assume that if they are incorrect, they will be challenged by the opponents?

Mr. DIRKSEN. Yes, sir. I shall be like the cigarette ad, I will eat my hat if the figures are wrong, and I will not switch, either. [Laughter.]

Mr. President, I have enough material here to talk until 6 o'clock, but I have spoken long enough. I think I have illustrated what we are up against.

I am going to vote for the bill if we reduce the budget figure. If we do not reduce it, then the minority leader is not going to vote for the bill. We will ask for a record vote and, with that, Mr. President, I close my case.

Mr. PROUTY. Mr. President, I should like to point out that we are authorizing not for a full year here, but for not more than three-quarters of the present fiscal year. Therefore, based on the figures which the committee came in with, actually this would amount to \$3,328 million, taking into consideration that we are authorizing for only 9 months, or a little less.

Mr. DIRKSEN. I thank the Senator from Vermont for his information.

My dear friend and colleague from Pennsylvania [Mr. CLARK] asks me how come I forgot that important point. The fact is, Mr. President, I sometimes get so confused and bewildered that, frankly, sometimes I do miss a point here and there.

I am like the constituent who came to me one day and said that he had been down to one of the departments and one of the bureaucrats was wearing a great big badge.

The constituent said to the bureaucrat, "What is that sign you have there? Is there a convention on?"

The bureaucrat replied, "No, I just wear that."

The constituent said, "What do those initials 'Baik' really mean?"

"Oh," said the bureaucrat, "that stands for 'Boy, Am I Konfused.'"

The constituent replied, "You don't spell 'confused' with a 'k.'"

The bureaucrat said, "You don't know how confused we really are here." [Laughter.]

Mr. CLARK. Mr. President, I yield myself 3 minutes.

The PRESIDING OFFICER. The Senator from Pennsylvania is recognized for 3 minutes.

Mr. CLARK. Mr. President, I would be the last to suggest, under senatorial courtesy, that the Senator from Illinois [Mr. DIRKSEN]—whom we all love—is confused. But, Senators will remember that he spent a good part of his time attacking the Job Corps. The Senator's amendment does not subtract one nickel from the Job Corps.

Every nickel that anyone asked for—the President, the House, the Senate Committee on Labor and Public Welfare—is still in the bill. All the oratory of the Senator from Illinois has not taken one nickel out of it. It is still in it—every cent.

Who runs the Job Corps? Let us see who runs it. The corporations of this country are organizing the Job Corps today. I think the names of some of them will be of interest to my good friend from Illinois: General Electric Co.; Lytton Industries; Westinghouse Electric Co.; Graflex; Science Research Associates; United States Industries, Inc.; Northern National Gas; Federal Electric Corp.; Ford Motor Co., Philco subsidiary; RCA Service Co.; Brunswick Corp.; Burroughs Corp.; Packard Bell Corp.; Xerox Corp.

Mr. President, these are some of the corporations running the Job Corps today, not a bunch of social workers from who knows where. It is the great corporations of America who are running the Job Corps.

The Senator from Illinois has not taken one nickel out of the authorization for the Job Corps with all of his oratory.

How about the adult education program which the Senator talks about?

That is not in this bill. We took it out in committee. It is in the education bill. My good friend can make his arguments again when we take up the education bill. It has nothing to do with this bill.

How about legal services?

He says they are no good, but he is leaving \$25 million in for legal services.

How about community action programs?

He says they are no good, but he is leaving in \$944 million for community action programs.

Mr. President, if one is to take the Senator from Illinois seriously, I suggest that he move to table the bill. Then let us beat it on its merits. Let us see the conscience of America on display in this body. Let us not see 35 million Americans pushed down the drain because we have to balance the budget, or because we have to stand by a Democratic President.

I suggest to Senators, in all candor, that this particular amendment is really inartistically drawn. It is technically deficient. It will set back the program of poverty administration by 1 year

by freezing it at this figure, when it was just beginning to increase.

I now yield 2 minutes to the able Senator from Wisconsin [Mr. NELSON].

Mr. NELSON. Mr. President, I want to comment on the Job Corps.

Of all the boys and girls who have entered the Job Corps and completed their course, only 10 percent ever had a job before they came into the Job Corps.

The average salary the 10 percent made was 71 cents an hour. After they finished their course in the Job Corps—and I should like to have the attention of the minority leader to this statistic—

Mr. DIRKSEN. I am listening.

Mr. NELSON. Because he was so critical of it. After they finished their course in the Job Corps, 50 percent of the boys now have confirmed jobs at an average salary of \$1.25 an hour, and 65 percent of the girls who finished the course in the Job Corps have confirmed jobs right now.

If that is not a good investment for Uncle Sam, to have taken these kids off the streets and out of the hills in this country, 90 percent of whom never had a job before in their lives, I do not know what is. Fifty percent of the boys have jobs and 65 percent of the girls have jobs who finished the course.

The PRESIDING OFFICER. The time of the Senator has expired.

Mr. CLARK. Does the Senator wish further time?

Mr. NELSON. I could speak for hours on this subject, but I do not wish to say anything further.

Mr. CLARK. Mr. President, I yield 2 minutes to the Senator from New York.

Mr. KENNEDY of New York. I think really the two major questions, are, first, whether there is a need for this program, and, second, whether the United States can afford to meet that need. It seems to me the answer to both of those questions is "Yes."

If I may have the attention of the minority leader, I am responsible for adding \$200 million to this program for Headstart. I joined my colleague from New York [Mr. JAVITS] in adding \$150 million for the job training program to be carried on by private industry.

With respect to the Headstart program, there is a great need for it among children 3 to 5 years of age. Statistics have shown that in cities like New York, Chicago, Los Angeles, by the time such a child gets to the third grade, he is behind a year. By the time he gets to the sixth grade, he is behind 2 years. By the time he gets to the eighth or ninth grade, he is behind 5 years. This program is an effort to help them in those years and give them hope for the future. If a child cannot get training in that period of life, he is not going to get a job when he leaves high school at 17, 18, or 19.

This is a basic question of whether we are willing to help those who need help. This is what we are discussing. This is what was promised first by President Kennedy and then by President Johnson.

The PRESIDING OFFICER. The time of the Senator has expired.

Mr. CLARK. I yield 1 additional minute to the Senator from New York.

Mr. KENNEDY of New York. If we look at the headlines over the last 9 months, we see the lawlessness and disorders that have been taking place in cities over the country. Those who have analyzed what has taken place say that they are committed by those who cannot find jobs, who have no hope. This \$150 million is to help them.

I do not see how we can say to those people that they must follow the customs and the mores of the community when we cannot give them some hope.

As to the question of whether we can afford this, we have a gross national product of \$700 billion.

Yesterday there appeared a column by Sylvia Porter in which it was stated that Americans spend \$712 million on food for dogs, cats, and birds. It says there was an increase of \$96 million in 12 months.

Last year Americans spent \$3 billion a year on dogs: \$550 million for food for dogs; \$450 million on clothes and accessories for dogs; \$700 million on the purchase of dogs; \$150 million for licensing fees for dogs; \$150 million on shots for dogs; \$600 million on veterinary fees for dogs; and \$400 million for miscellaneous items.

If we spend \$600 million for veterinarians for dogs, we can do something more about the Headstart program.

Is there a need for this program? Let me read a few words:

There are men why cry out that we must sacrifice. Well, let us rather ask them, who will they sacrifice? Are they going to sacrifice the children who seek the learning, or the sick who need medical care, or the families who dwell in squalor that are now brightened by the hope of home? Will they sacrifice opportunity for the distressed, the beauty of our land, the hope of our poor?

Time may require further sacrifices, and if it does, then we will make them. But we will not heed those who wring it from the hopes of the unfortunate here in a land of plenty.

I believe that we can continue the Great Society while we fight in Vietnam.

Those are the words of President Johnson in the state of the Union message.

I think he was right. I think we should not cut back the \$150 million provided for the people of our country who need it.

Mr. DIRKSEN. Mr. President, I yield 3 minutes to the Senator from Virginia [Mr. BYRD] on the bill.

Mr. BYRD of Virginia. Mr. President, I rise to support the amendment of the Senator from Illinois [Mr. DIRKSEN]. It is a simple amendment, providing what the Budget Director and the executive department recommended for this program, \$1,750 million. The House of Representatives also approved the authorization to the extent of \$1,750 million.

Neither the President of the United States nor the House of Representatives is recognized as being parsimonious when it comes to the appropriation of funds. As a matter of fact, it might be said that both are pretty good spenders.

When the bill came over to the Senate, the Senate committee added 42½ percent to this authorization, to increase

the authorization from \$1,750 million to \$2,496 million.

It occurs to the Senator from Virginia that somewhere along the line this Congress, this administration, and this Senate have got to face up to the very difficult financial situation in which this Nation finds itself and in which the taxpayers find themselves.

Yesterday the Senator from Virginia had a unanimous consent agreement that we would have a vote on a motion made by the Senator from Virginia to recommit the bill to committee with instructions that the bill be reduced by \$750 million.

The amendment now being proposed by the Senator from Illinois would accomplish the same purpose as that which was sought by the Senator from Virginia. So I am happy to support the Senator from Illinois in this endeavor. I hope it will carry. If it does, there will be no need to pursue the motion of the Senator from Virginia. If it does carry, I will ask for a vote on my motion.

Mr. DIRKSEN. Mr. President, I yield 2 minutes to the Senator from Oklahoma [Mr. MONRONEY].

Mr. MONRONEY. Mr. President, I support the Dirksen amendment. It was my intention to support the proposal to recommit the bill to committee with instructions to reduce the authorization to not more than \$1,750 million.

Last January President Johnson presented the administration budget for fiscal year 1967. It proposed an authorization for the Office of Economic Opportunity of \$1,750 million to conduct the war on poverty. While OEO would doubtlessly have preferred a larger authorization—what agency would not?—they ultimately agreed that this was a proper allocation of funds in the overall budget picture.

Budget developments during the past 9 months certainly do not justify increases in domestic spending beyond that recommended in the President's budget. Indeed, the reverse is true. The war in Vietnam is mounting in cost—and we have no practical means of reducing or deferring those expenditures. We are faced with the probability of a substantial budget deficit. This deficit is accompanied by an overheated economy causing most severe inflationary pressures—pressures being felt by every businessman, laborer, and housewife in the country. If corrective measures are not taken, we may well be approaching a time of financial crisis.

This economic condition is already requiring harsh measures. We will soon consider an administration proposal to suspend a number of financial incentives—action which would work a distinct hardship on the business community. In my judgment, we may shortly be called upon to consider a general tax increase. Most important to our present deliberations, the President has stated he will seek every means to eliminate at least \$3 billion of domestic spending in the coming year as a part of this necessary program of fiscal restraint.

Under these circumstances, I would be extremely reluctant to support an increase beyond the President's budget for

any program. This is a time to hold the line on all domestic programs—even those which have proved to be sound investments.

Frankly, the war on poverty is not such a program. I believe in the objectives of the program and—like most others—take pride in the fact that we are the first nation in the history of mankind to set our sights on the total elimination of poverty. For these reasons, I supported the Economic Opportunity Act of 1964 and voted for authorizations extending the act and appropriations to fund it.

But I am far from satisfied with the results which have thus far been produced from this costly experiment in social engineering. The hearings on this bill in both Houses and the floor debate on the companion measure in the other body reveal instance after instance of waste, mismanagement, and misconduct. I simply find no satisfactory explanation for Job Corps costs per trainee exceeding the annual expense of sending a student to college. I am appalled at examples of young people refusing available jobs because they are better paid by the Neighborhood Youth Corps. In short, there is a growing discontent with the administration of this program and an increasing skepticism as to whether it is headed in the right direction.

Let us face the facts. There has been no thorough review and analysis of the poverty programs to date—either by Congress or the responsible agency. As the distinguished Senator from Pennsylvania stated, the committee did not feel there was sufficient time for such a review this year. Unfortunately, the authorization bill is being presented so late that appropriations for it could not be included in the regular Labor-HEW appropriations bill. Consequently, appropriations for the fiscal year 1967 will have to come in a supplemental bill and there will be no opportunity this year to consider the poverty program in conjunction with the other Labor-HEW measure relating to the same problem.

I am encouraged that the Labor and Public Welfare Committee has pledged to make a comprehensive review of this program immediately. This should be far more than a formal hearing. It should be a thorough and extensive field investigation of all projects designed to provide hard information and tangible indicators of progress. For example, we need specific data on the results of Job Corps and Neighborhood Youth Corps training to show the extent to which these programs are actually finding jobs or opening up additional educational opportunities.

We need to study the results of these programs on a hardheaded, no-nonsense basis to see if they are actually beginning to produce higher levels of employment, fewer dropouts, and lower crime rates.

Let me also emphasize that the authorization proposed in the administration budget—the same level approved by the House of Representatives—is in no sense niggardly. It permits the continuation of all existing Job Corps training centers and the establishment of 30 additional centers. It includes a one-third increase for community action pro-

grams—and these programs had already been more than doubled from the preceding year. The \$1.75 billion request did not eliminate a single ongoing program—and was \$250 million higher than the fiscal 1966 spending level.

Now the Senate bill would initiate additional programs—before the present ones are proving successful. We are asked to authorize additional funds for urban “special impact” programs and neighborhood health centers. Yet, just last month we approved a \$900 million demonstration cities bill to determine which programs will have the most impact on urban problems. Yesterday, we passed a comprehensive health planning measure. It is high time we began to ask for some feedback of favorable results from existing legislation before tacking on hundreds of millions of additional dollars in new legislation to attack the same problems.

Is this the time—with our President pleading for fiscal restraint and both Houses of Congress asking for a thorough review of the poverty program—to increase the authorization by three-quarters of a billion dollars and push it into additional untried programs? I think not. The bill should be amended to reduce the authorization to \$1,750 million.

When all is said and done, the most essential ingredient to increased opportunities for our poor is a prosperous and stable national economy. If our budget deficits are uncontrolled—if inflation is unabated—if the dollar loses international respect—then all the existing or proposed poverty programs will not improve the plight of our less fortunate. So, while this additional authorization would not bankrupt the Nation, neither is there convincing evidence that its programs would enrich it. It is the wrong increase to the wrong bill at the wrong time—and I cannot support it.

Mr. CLARK. Mr. President, I yield 5 minutes to the Senator from West Virginia [Mr. RANDOLPH].

Mr. RANDOLPH. Mr. President, I recognize that the distinguished minority leader [Mr. DIRKSEN] and my colleague the distinguished Senator from Virginia [Mr. BYRD] and other Senators have addressed themselves to this problem in good conscience. I am sure that we who oppose the amendment and motion also must be accorded good conscience in presenting, even briefly, the reasons why the figure of \$1,750 million is not acceptable to us.

Mr. President, I hope my fellow Senators will not feel that I am going beyond the bounds of propriety and good taste in saying to them that I believe that sometimes, in this body, we are inclined to overlook, too easily, mistakes made with mechanisms. Let us take for example the ships which are shot into space. Because of a miscalculation in launching, \$20 million is lost.

I do not speak in disparagement of any of my fellow Members of this body; I cherish the friendship of every person here. But I hear no utterance in this forum about the error, the mistake, the shortcomings, in a program of that type, where we are involved with mechanisms

rather than with the lifeblood of men, women, and children.

Yes, as we approach this vote, we all know instances of error, of mistake, and faulty judgment in our fight to lessen the heavy hand of poverty in its deteriorating effect on children and on parents. But so much good has been wrought. We never stand as tall as when we stoop to help our needy fellowmen.

As a diligent a member of the subcommittee and a member of the committee, I approach the responsibility in regard to this subject matter objectively. I keep in mind, of course, the problems of State which I represent. I weigh also, more importantly, my responsibility in this area of legislative action to all the people of the United States of America. I say it is my judgment—a very considered judgment—that the Senate will act inadvisably if it approves either the proposal of the Senator from Illinois [Mr. DIRKSEN] or the Senator from Virginia [Mr. BYRD.] The figure of \$2.1 billion offered by the distinguished majority leader [Mr. MANSFIELD] is as low, gentlemen of the Senate, as we ought to go in bringing this matter to conference with the House. We cannot escape our challenge for providing for the needs of the poorer people of the United States of America, who, on this occasion, I think, look hopefully to this Chamber for the aid they deserve and which we can provide.

Mr. President, the administrators of the Office of Economic Opportunity and the supporters of the war on poverty lay no claim to a perfect program. We know there is need of improvement. The members of the subcommittee and full committee were aware of the need for changes, and we have moved constructively to make required amendments to the existing legislation.

We must remember that the Office of Economic Opportunity works in programs for people—programs to provide increased opportunities for citizens to become productive members of society and to share in the pursuits which the majority of persons take for granted. Any of our programs which revolve around the participation of people are difficult to administer. This is so with all our education and training programs.

It is important to note—and this fact must be emphasized—that the war on poverty is reaching a level of citizens in our society who heretofore have had no opportunity for a better life. In moving to the heart of a poverty area and encouraging local participation, OEO faces tasks with which our Government has had little or no experience.

Many communities have required over a year in the development of antipoverty programs. The are now moving full force into the war on poverty. This demands a higher funding level. To restrict the ability of OEO to fund new programs and extend existing ones only multiplies the problems of poverty for the future. It is not in our national interest.

Mr. President, critics of the war on poverty are quick to publicize the shortcomings in this program. They are not as quick to commend the successes.

West Virginia has had many of these successes through the Office of Economic Opportunity.

Mr. President, I ask unanimous consent that excerpts from my recent letter to the Director of the Office of Economic Opportunity in response to his special report concerning the war on poverty be printed in the RECORD.

There being no objection, the excerpts were ordered to be printed in the RECORD, as follows:

U.S. SENATE,

Washington, D.C., June 28, 1966.

HON. SARGENT SHRIVER,
Director, Office of Economic Opportunity,
Executive Office of the President,
Washington, D.C.

DEAR SARGE: As the Subcommittee on Employment, Manpower and Poverty—of which I am the ranking member—continues hearings and deliberations on fiscal year 1967 expenditure authorizations under the Economic Opportunity Act, be assured that I am grateful for the special report you have submitted concerning the "war on poverty" in West Virginia.

I note that the cumulative total of anti-poverty programs expenditures in West Virginia as of June 1, 1966 amounts to \$43,720,546, distributed as to program activities as listed below. It is especially pleasing to have received from you verification of the fact that although West Virginia ranks 30th in the United States in population and 27th in the number of poor persons, it ranks 13th in Office of Economic Opportunity funds received. This is due mainly to the fact that West Virginia is participating actively in all types of programs in the "war on poverty"—reaching all of the 55 counties—with the exception of the OEO category of small business loans.

It is especially noteworthy that West Virginia ranks second in the nation in funds received under the Work Experience Program to help unemployed fathers and other needy persons to secure and retain employment or to attain or retain capability for self-support. In this "work experience" category, in which 12,000 West Virginians have participated, it is noted that almost \$15.3 million of Federal anti-poverty funds were expended for this purpose in our State.

Second largest category of the "war on poverty" in West Virginia is the Job Corps, with 820 enrollees in the State in two centers, and with 774 young West Virginians enrolled. Job Corps obligations assignable to our State, I note in your report, amount to \$11.2 million.

The Neighborhood Youth Corps, in which 11,466 young boys and girls were participants in West Virginia, provided \$5,070,414 in income.

Under the Head Start Program 34,420 children benefitted from total West Virginia expenditures of almost \$6 million.

Community Action Programs, not including Head Start, received almost \$4 million, but it is in this program activity that several West Virginia communities have been disillusioned by slowness in both approval and funding by the Office of Economic Opportunity.

Under the Rural Loans Program, \$1,783,800 has been disbursed for 996 individual loans and four cooperative loans in West Virginia.

The Adult Basic Education activities under OEO were provided for 5,830 West Virginia participants under expenditures of \$417,293.

For the Remedial Reading and Upward Bound activities in West Virginia, \$740,000 were provided to help 970 disadvantaged high school students to better prepare for college.

One Legal Service Program grant in the amount of \$108,000 has been made for a

project in Charleston to provide legal services for the urban and rural poor in Kanawha County.

Clay County, listed among the 182 poorest counties in the United States, has been reached by five OEO programs—one of them a special library activity which operates after school hours in the county's elementary schools. It uses books collected in a nationwide book drive and is staffed by disadvantaged persons.

It is especially pleasing to note that agricultural projects financed by community action are helping low-income farmers in Wayne, Raleigh, and Wyoming counties to select and plant income-producing crops and to help in marketing such crops.

Attention also has been focused on the fact that in McDowell County, nine community centers provide a wide range of services, including pre-school classes, recreation and tutoring for youth, homemaking services and adult literacy classes. A clothing center collects used clothes which are repaired by low-income persons and are distributed to needy citizens. Over 4,000 persons benefitted from the clothing center program, the report shows.

The report on Mingo County, where low-income residents have banded together in cohesive neighborhood groups, is gratifying. Through community action, they have obtained school repairs, bus shelters, and secondary road improvements. A recent grant from OEO is to finance an ambitious program to rehabilitate substandard housing while training low-income residents in construction skills.

With very real appreciation for the services being performed by the Office of Economic Opportunity in the war on poverty in West Virginia, and with personal and official esteem, I am,

Sincerely,

JENNINGS RANDOLPH,
U.S. Senator.

The PRESIDING OFFICER. Who yields time?

Mr. CLARK. Mr. President, I yield 2 minutes to the able Senator from Rhode Island [Mr. PELL].

Mr. PELL. Mr. President, I believe what we have lost sight of here is that this is a capital investment program; it is not a relief or welfare program. What we are trying to do is break the cycle of poverty and misery which exists in many segments of our population. It has existed in those segments for many years in the past, and will continue to do so unless we make some effort to break the chain.

That is what this program seeks to do; because, while pork chops may be cheap on the short haul, spread over a long period of time, they can be far more expensive as a palliative than the sort of cure that we seek to effectuate with this program, whereby we seek to regenerate the motivation of people and their earning power.

For those reasons, I oppose the pending amendment although I shall support the amendment of the majority leader.

Mr. CLARK. Mr. President, I yield 2 minutes to the Senator from Massachusetts [Mr. KENNEDY].

Mr. KENNEDY of Massachusetts. Mr. President, I sincerely hope that the amendment proposed by the Senator from Illinois will be defeated.

We have heard a great deal on the floor of the Senate this afternoon about the urgings of the Chief Executive to cut back on this program.

But, Mr. President, I suggest that we have our own obligation and our own responsibility as U.S. Senators to make the determination of what is an adequate program to meet the needs of the Nation's poor.

I proposed an amendment, in the Committee on Labor and Public Welfare, to provide comprehensive neighborhood health centers for those who live in poverty around the country, and to make \$100 million available for such health centers.

Since, this afternoon, we have spent a good deal of time quoting statistics on some of the programs that have not been as successful as all of us might hope, I think it is appropriate to inquire into the statistics of health among the poor.

In a nation that is considered rich with medical resources and care, unattended illness of the body and mind is a fact of life to the millions who are poor. Men and women with incomes of \$2,000 a year or less suffer heart diseases at a rate four times greater than the rest of us, mental and nervous disorders are at a rate six times greater, and serious visual impairments are present 10 times more often among the poor than the nonpoor.

This prevalence of unattended disease and illness directly affects the economic status of these people, and by so doing perpetuates the presence of poverty in their life. For the poor who are fortunate enough to be employed, almost one-third of them carry such chronic conditions of various illnesses that severe limitations are placed upon their ability to work. Among the privileged population, this is true of only 8 percent of us. To whatever extent our health causes us to incur days lost at work, that figure is doubled for the poor—who do not have the benefit of salaries, sick time, or a work environment that will tolerate their absence.

And so it is that poor health keeps people poor, and this condition is passed on to their children—at least to those who survive. We know that 10 countries have lower rates of infant mortality than the United States. This does not mean that our fine maternity hospitals have failed, it simply means that they rarely see the mother who is poor. In 1920 the deaths of Negro mothers in childbirth was 79 percent higher than for white mothers—today it is 300 percent higher. In 1920, the number of Negro children that died after birth was 80 percent higher than whites—today it is 180 percent higher.

In the city of Boston, a survey of 1,442 children in Headstart programs showed that 31 percent of these children had major physical or emotional defects—and they had not seen a doctor. As a result of this screening alone, 2 serious heart defects demanding open-heart surgery were found, 11 positive tuberculosis cases and 17 children with rheumatic fever were uncovered. This pattern of disease was also found with tragic similarity among a study of the city's school dropouts. There is little doubt that the effect of illness among these children is to create school dropouts before formal schooling is even begun.

What is this environment of illness and suffering that the average American cannot even begin to comprehend? Why is it that sheer poverty is considered the third leading cause of death in the city of New York? Why are the killer diseases of the poor still tuberculosis, influenza, and pneumonia; diseases that we who are fortunate have not suffered for a generation.

The answer lies only partially with the costs associated with medical care. The major cause of ill health among the poverty stricken is that medical care is not available to them in the same way that it is available to us. They have no personal relationship with a doctor, there is no office to go to, their neighborhoods have long ago experienced the flight of the good physician. What they do have is a confusing web of clinics, outpatient rooms, and emergency room corridors filled with impersonal staffs and their own neighbors waiting hours for attention—usually to be told that they filled out the wrong form, are in the wrong lines, or suffer from symptoms that are only treated 6 or 7 miles across the city. To the poor then, health care is emergency care, for the desire to be well is smothered by confusion, endless waiting and worst of all, personal indignity.

It was in recognition of this, perhaps the most basic of all human needs, that the Senate committee accepted my amendment.

Mr. President, we are considering cuts in a program that affect the health, lives, and total environment of millions of citizens—and in the main, the children of our country. To exemplify the environment that these children live in, a representative of Operation Headstart told me of a visual examination that was conducted by asking the children to identify various animals. The first animal on the chart was a simple child's teddy bear. But when those children involved in the Headstart program were asked to identify that object, 36 percent of them identified the teddy bear as a rat. And why should they not make this guess—the rat is more familiar to them than a toy.

Mr. President, the poverty program is a most extraordinary kind of effort. Certainly there are difficulties. We all recognize them. Yet I believe that the bill the Congress received was completely inadequate to meet the needs. So your committee has held hearings. We heard the evidence, and deliberated on the problem. The recommendation which came out of committee was considerably above the figure now proposed. We feel that amount is the absolute minimum, Mr. President, to do the job. We also feel that the amendment of the Senator from Illinois will do great damage to the whole poverty program. Therefore, I urge that it be defeated.

Mr. DIRKSEN. Mr. President, I yield 3 minutes to the Senator from California [Mr. MURPHY].

Mr. MURPHY. Mr. President, I ask unanimous consent, because of my recent operation, that I be permitted to use this mechanical device which I have devised, so that I may be heard by my fellow Senators.

The PRESIDING OFFICER. Is there objection? The Chair hears none, and it is so ordered.

Mr. MURPHY. Mr. President, I rise at this point as a member of the minority side on the committee. I congratulate the two Senators, one from New York and one from Massachusetts, on their remarkable compilations of statistics, and for the vivid and dramatic picture which, particularly, the Senator from New York drew as to the need for this program.

As far as I am concerned, there has never been any question, not the slightest, as to the need. There has never been the slightest question on the part of any of the committee members on this side of the aisle as to the need. My opposition, and that of my fellows, has been to the method, the administration, the planning, and the amount actually spent—in taxpayers' dollars, hard earned in many cases—in comparison to what we have received.

I have placed in the RECORD, over the last year, many editorials setting forth the problems. I know and understand that it is not easy to get an organization of this size started.

But under the conditions existing today—and I must give the President of the United States credit for having more information than I have, certainly—I believe that the Bureau of the Budget officials are the professionals upon whom we must lean; and if they say this job can be done effectively and efficiently at a certain price, I feel that I must use restraint on my own emotions, that we must be practical, and that we should abide by the decisions of the Chief Executive of our country.

I wish to make the RECORD crystal clear that there is no question as to the need. There is no question that there is a thousand times more need than we can take care of at the moment.

I have questioned the planning and the execution, and I shall continue to do so. I have some amendments which I shall offer later today that I think would help correct some of the things that have been wrong with the program in the past.

But I must say, in all conscience and honesty, representing the people of the State of California, that I support the amendment offered by the minority leader, the Senator from Illinois.

Mr. CLARK. Mr. President, I yield 3 minutes to the senior Senator from New York [Mr. JAVITS].

Mr. JAVITS. Mr. President, I take 30 seconds of my 3 minutes to call the attention of the Senate to the fact that, with this little device, we could all hear the speech of the Senator, and it could be heard in the galleries.

I have had bills in the Senate for 3 years to put a similar device in the Senate. I hope that we can take a little lesson from this and stop being behind the 20th century in the Senate of the United States.

Mr. MURPHY. Mr. President, will the Senator yield?

Mr. JAVITS. I yield.

Mr. MURPHY. Mr. President, I should like to be a cosponsor on such a measure.

I find that I have to go down to the front of the Chamber to hear my leader, and I like to hear him.

Mr. JAVITS. Mr. President, I oppose the amendment of my beloved friend, the minority leader.

It is very obvious that we must make up our minds whether we will have a realistic antipoverty program, or whether we are going to restrict the program within some arbitrary allocation as was done at the White House.

We had the evidence. On the evidence, presented in the most possible eloquent way, we determined that \$2,496 million was the least amount for which we could do the job. If we go to the figure which the minority leader used, there would not be sufficient funds. He offers no alternative and we would have no other course. The amount contained in the committee bill represents, after figuring and refiguring, the smallest amount with which we could possibly have an antipoverty program that remotely meets the need, rather than some arbitrary poverty figure into which we try to push the program.

The Senate defeated the civil rights bill of 1966. We have frustrated every action so far this year in the Congress which would deal with the racial tensions existing in the country. Yet we talk about the fact that there is deep resentment on the part of the community and that there are racial tensions and riots and violence.

I believe that government must answer the just grievances of the governed, and one of the just grievances of the governed arises from the intolerable ghettos where I was raised and know only too well.

We are at long last trying to do something about those conditions. In the order of national priority, they are equal with any program contained in the budget. We are certainly spending a great deal of money in Vietnam.

The idea that we can afford \$1.75 billion, but not \$2.2 billion, \$2.3 billion, or \$2.496 billion is not valid. We can afford all that it takes with reasonable decency to apportion this need to the other needs.

I respectfully submit that if we cut the heart out of this program and add the results of that action to the racial tension which exists, we will have frustrated every civil rights measure in Congress and will be running an unacceptable risk.

I say to those who favor an antipoverty program that the majority leader has given us a really rockbottom, teardown figure with which to do any kind of a job based upon the evidence, and we heard that evidence.

I hope very much that the Senate will reject the amendment of the Senator from Illinois.

The PRESIDING OFFICER. Who yields time?

Mr. DIRKSEN. Mr. President, I yield 3 minutes on the bill to the distinguished Senator from Iowa.

The PRESIDING OFFICER. The Senator from Iowa is recognized for 3 minutes.

Mr. MILLER. Mr. President, I do not believe there is a Senator who is not desirous of doing something about the poverty situation, and it is not helpful to say that there is a need for it and that we can afford to do something about it. Every Senator recognizes the truth of that statement. Such a statement is not responsive to the problem which is posed by the pending substitute measure.

The problem is that there has been too much abuse and waste in the present program, and this is not because of a failure to spend money.

Were we to appropriate \$3, \$4, or \$5 billion, it could not be wisely spent. The reason is that there are not enough trained and experienced personnel to administer the program.

We will have a hard time of it as it is, if the substitute is agreed to, in finding enough trained and experienced personnel to administer the program.

Too many people do not know what they are doing, and as a result the OEO has gone to some of our school districts and taken away schoolteachers by paying more than the principal receives. They have taken some of our trained and experienced social workers away from the local levels of the government. Will we experience more of the same? I hope not.

As far as being able to afford an increased amount of Federal money for poverty programs is concerned, let us face up to one fact of economic life. Some of those Senators who have been speaking against the substitute fail to recognize that we cannot afford to have more inflation, because this will be hurting the very people they profess they wish to help.

The poor and underprivileged people are hurt the most by inflation. It will not do anybody any good to talk about helping the poor people if we do so with the right hand and come along when the left hand and hurt them with inflation, which is the cruelest way of all to take purchasing power away from the poor and underprivileged.

I hope that the substitute will be aged to.

Mr. CLARK. Mr. President, I yield 3 minutes to the distinguished senior Senator from Oregon.

The PRESIDING OFFICER. The Senator from Oregon is recognized for 3 minutes.

Mr. MORSE. Mr. President, the cynical speech of the distinguished minority leader today is an excellent argument in support of my suggestion that we recess and go home until after the elections, and let the people speak to us on election day.

The true story with regard to the antipoverty program was not accurately represented by the selections of four case histories mentioned by the minority leader this afternoon.

The poverty program is not a boondoggle. In fact, when we consider all the handicaps under which its leaders have had to work, it is one of the greatest accomplishments of our time in advancing a humanitarian cause.

I pay tribute to Sargent Shriver, and

to his dedicated deputies for the work they have done.

It is not true that the placement program or the other phases of the poverty program are any such failures as the four examples cited this afternoon by the minority leader would lead one to believe.

Unfortunately his speech bears out my point that Senators will not take the time to study the record. You Senators have not heard the witnesses who testified before us. You have not made the investigation into the accomplishments of the poverty program that the committee made.

We have a responsibility to you, as an agency of the Senate, to present a report that will stand on the record.

I wish all Senators could have sat in on a markup session the other day when we listened to a great businessman of this country who is volunteering his time to the poverty program. He came before the committee at our request to tell us the facts about the placement program.

He presented a report which showed us the remarkable job that is being done in taking these school dropouts, these young men that the Senator from Wisconsin [Mr. NELSON] talked about, 90 percent of whom had never had a job, and rehabilitating and training them.

This is the type training program that I have followed very carefully in connection with the Tongue Point program in my State. As this witness pointed out to our committee at the Tongue Point training center a very large percentage of the trainees receive placement jobs in plants, shops, and businesses even before they have completed their training schooling at Tongue Point. The Philco Corp. of the Ford Co. and the University of Oregon which sponsors the program have been able to work out apprenticeship or training job assignments for a large number of these trainees with nearby employers while these young men are still at Tongue Point. It has been a great success.

The Senator from Illinois refers to the cost of the program. Let him put a price tag on a rehabilitated young man or woman. Let him compare the cost of training these underprivileged young men so that they can become gainfully employed and become self-respecting taxpayers with the cost of keeping them on welfare, or in jail or prison. The poverty program authorized by this bill will prevent many young men and women in our country from becoming drags upon society.

Let me say to the Senator from Illinois [Mr. DIRKSEN] and to the Senate I shall never place the value of the dollar sign above human values. The Senator from Illinois is proposing an amendment that not only will scuttle much of the program of this bill, it also will scuttle the chances of saving many young people from lives of degradation.

Mr. President, it is a sad thing that in the closing hours of this debate the kind of representation has been made about this great program that is contained in the remarks of the minority leader.

What the poverty program has been doing under the leadership of many volunteer industrialists, employers, and businessmen in this country is one of the great accomplishments of our time in the promoting of human values.

I do not intend to pull the trigger of the President's torpedoing of his own Great Society program.

I am not surprised at the account which the minority leader gave us of the conversation of the President with the majority and minority leaders yesterday.

The President is not the Congress. The people elect the Members of Congress to pass legislation, not to rubber-stamp the President of the United States. The President has his veto power, and if he thinks our legislation, as we pass it, cannot stand up on the analysis of the record we put on your desks, let him veto it and let the people respond to him, as they will.

In my judgment, Senators have an obligation to study that record, and, I speak respectfully, not 20 of you have done so. It is the committee that has spent hours and hours under the able leadership of the Senator from Pennsylvania [Mr. CLARK], preparing this record that rebuts the case of the Senator from Illinois on point after point. We could take any major social welfare program and pick out the kind of cases that are cited by the Senator from Illinois. They are not typical. They are not fairly representative of the record of the work of the dedicated men and women who are running the poverty program.

In this bill we are dealing with the underprivileged; we are dealing here with the poor.

Comment has been made about the legal aid program recommended by the top bar associations and judicial bodies of this country. Some of the critics of the legal aid program do not like it because it is showing how thousands and thousands of poor people in this country have been exploited. The poor people find out through this that they are entitled to legal aid against the rent-gougers, against the fraudulent operators on the ignorant and the oppressed and the poor in the ghettos of America. Thank God my profession is supporting a legal aid program that gets into the ghettos, seeking to spread justice to the poor. The proposal on the floor of the Senate offered by the Senator from Illinois [Mr. DIRKSEN] is that we ought to gut this program because the President wants us to authorize no more than his budget amount. The proposal really is that we should turn ourselves into Presidential rubber stamps. The President is dead wrong on this matter and we should defeat his recommendation.

I say to my fellow Senators—and I speak respectfully, you ought to leave here and go home and hear the people on this and other issues. Then you should come back after the election and sit down and study the record on this bill. You should take the time that is needed to analyze the evidence supporting the great work of the poverty program and

then vote, to do justice to the poor of America.

Mr. CLARK. Mr. President, I yield as much time as he may desire to the Senator from Montana.

Mr. MANSFIELD. All I will take is 2 minutes, at the most.

I have listened to the debate with a great deal of interest. First let me say that what the distinguished minority leader reported of our meeting with the President on yesterday is substantially correct. And the purpose of the Senator from Montana in offering an amendment is to reduce the amount authorized as reported out by the committee by nearly \$400 million.

It appears to me that while this agency, the OEO, has made mistakes, as new agencies will—and I have found fault with it on occasion, rightly so, and corrections have been forthcoming—nevertheless, they have done an excellent job in the field of the Neighborhood Youth Corps; in the field of community action agencies; in the field of migrant and seasonal agricultural workers, people who are more often forgotten than not; in the field of the cooperatives; in the field of loans to people who can get money from no place but the OEO; and in the VISTA program—just to enumerate a few of the projects which the OEO has undertaken.

I had hoped that it would be possible to arrive at a compromise figure between the amount recommended by the House and the amount reported out by the committee. To the best of my knowledge, none of the members of the Committee on Labor and Public Welfare—at least, on this side of the aisle—were in favor of even the cut which I proposed. But I do think it is the best way out of a difficult situation, to keep together a program which is growing, to give it a boost when it is needed the most, and to help it carry forward the programs—most of them vital, most of them needed—which have barely had an opportunity to get out of diapers, so to speak, and begin to grow up.

So I would hope, most respectfully, that the Senate would turn down the amendment offered by my distinguished colleague, the minority leader, and if it does so, would give consideration to the amendment offered by the Senator from Montana.

The PRESIDING OFFICER. Who yields time?

Mr. DIRKSEN. Mr. President, I yield myself 5 minutes.

Mr. President, I wish to respond to the distinguished Senator from Oregon. The other day, when we were considering the Health, Education, and Welfare bill, I addressed myself to the whole budgetary process.

It was not in vain that I labored on House and Senate Appropriations Committees for more than 17 years. It could have been 20. I know something of that process. I know what they do in these departments and agencies. I know how the budget officer prepares his estimates, how they go to the Budget Bureau, and the specialists are assigned;

and they work back and forth, until finally a tentative figure is reached. They go to the White House and consult with the President.

An amazing amount of time and effort—infinitely more than is spent by the Senate or any of its committees—goes into the budgetary process. The House does an infinitely better job, because in the House when one is on the Appropriations Committee, he rates only one subcommittee, and he becomes a specialist.

In the preparation of a single bill, I spent 8 weeks listening to testimony on agriculture alone, and heard 500 witnesses. They can go into the matter in painstaking fashion.

If one wishes to read a good document, he should read the House report on this bill, with all its detail, and he will see exactly what their estimate of it is and why they have preserved the budget figure.

Now, then, is one lacking in compassion if he frowns upon waste? Does one confess himself guilty of a hard heart only because he points out the excesses? I think that is a duty that a person has, because these are public funds, and they should be wisely and prudently expended. That is the responsibility of Congress.

Others had looked at this matter before we did, and both the Executive and the House of Representatives came to the conclusion that \$250 million more than was provided in the fiscal year 1966 is enough for this program. When they justify it and come back with a better record, then perhaps we can expand this program, if the facts warrant, and say, "Well done, thou good and faithful servant. We will reward you a little for a job well done."

But if one goes through all the testimony, all the detail, he cannot come to that kind of conclusion.

I suggest that while Senators are reading the Senate report, they should read the House report also. I am sorry that there is not time to spell out some of these details that I made note of last night because they really are fetching, and sometimes they make one wonder that these fantastic things can happen in this country.

So, Mr. President, I trust that this amendment to the amendment of the distinguished majority leader will prevail, and that we will bring the amount back to the budget figure, where it belongs; because, among other things, we are confronted with some problems besides those to which the so-called anti-poverty war addresses itself.

Somebody said that this was the first responsibility. The first responsibility of government is to survive, to survive physically—that is why we have security—and to survive fiscally. That is why we are concerned here.

Anybody who has ever been in a country where the ranging flames of inflation have washed out the values knows what it is like.

I was with General Clay in Germany, when he was Resident High Commissioner. I remember the day when we cut 90 percent out of the mark, whether

it was in your pocket, in your bank account, or wherever else it might have been. There was weeping, wailing, and gnashing of teeth; but that had to be done in the interest of the economic stability and fiscal security of the country. Because it was done, it has come to high estate.

I have seen it happen in many countries. Someone mentioned Greece the other day. I remember when I was handed a billion drachma at the airport as a token from the Prime Minister.

I asked, "What will it buy?"

He said, "It won't buy you a cotton shirt in the best department store in Athens."

That is what this hungry burglar does to the values of a country. Because we are searching now for a way to get the budget back in balance and get the country on a stable basis, so that we may have no fear about the value and stability of the dollar, I intend to pursue the budget quest in the hope that we shall get a balance, and the dollar will not be looked upon with suspicion by those in the chancelleries of the other countries of the world.

I hope the amendment will prevail.

Mr. CLARK. Mr. President, I yield myself as much time as I may require.

I have listened with interest to the eloquent comments of the distinguished minority leader. I do not believe there is a Senator who believes that the survival of our country would be in danger if his amendment were rejected. I do not believe there is a Senator who thinks the United States would get a runaway inflation if the amendment were defeated.

Here is the issue: The cut amounts to the cost of 10 days of the war in Vietnam. The entire bill represents 1 month of the cost of the war in Vietnam.

What is happening to the conscience of the Senate? What is happening to our sense of priorities, when we seriously consider, as though it were a matter of life and death, a cut of \$750 million, not of an appropriation, but of an authorization, which a committee says, with an almost unanimous voice, represents the best judgment of the minimum needs of the poverty program?

There is talk about the record. Who has heard the record? Who has read the record? The members of the Subcommittee on Employment, Manpower, and Poverty and the members of the Committee on Labor and Public Welfare heard the record and made their judgments based on that record.

Mr. President, I suggest that this amendment raises the question as to whether the Democratic Members of this body are prepared to follow their majority leader and to follow their committee?

In conclusion, Mr. President, I wish to say to my good friend from Illinois, there are many things that were said during his speech earlier today which the record will disclose as being largely in error.

For example, I wish to point out that the Senator from Illinois made critical comment of the legal services program in Karnak, Ill. He indicated that there was one county that was involved. Actually, there are five counties. Actually

there are 30,000 citizens in the need of legal services, which are being provided at an overall cost of \$65,000.

Mr. President, this is not an Illinois boondoggle. It is a successful effort to give some poverty-stricken people of Illinois, who are unable to hire lawyers, the kind of legal services they need to make it more difficult for them to be gouged by landlords and consumer credit agencies.

In conclusion, Mr. President, I wish to read a letter which came to my attention. It was directed to the Breckinridge Job Corps Center at Morganfield, Ky., written by Mr. and Mrs. R. H. Johns, of 102 Lincoln Parkway, East Peoria, Ill.:

BRECKINRIDGE JOB CORPS CENTER,
Morganfield, Ky.

To the Personnel:

This is but a feeble attempt to express our thanks and appreciation for the training our son, Archie T. Rowland, received at Breckinridge. You literally saved his life, for before he entered the Job Corps he used to say that the only way he could ever have anything was to steal it. He could have ended up in prison—or worse.

Now Archie has a good job at Caterpillar Tractor Company making \$2.96 an hour. (He has been there a month.) He will get a raise every six months, and a chance to advance as he becomes more experienced.

Archie couldn't get a job before, so his Job Corps Training was an answer to all our prayers. I know there are many other boys who have benefited as much as our son, so we want you all to know that we think the Job Corps Training Program should continue.

We know your job is a difficult one, and may seem hopeless at times, but when you hear that one of "your boys" turned out good, it must be rewarding, too. Your salary couldn't be big enough for the wonderful service you perform.

Archie appreciates your help, too, and often mentions "Mr. Meyers" and some of the other personnel there.

May God bless each of you, and keep you from harm, and we wish you all the happiness life can hold.

Sincerely yours,

Mr. and Mrs. R. H. JOHNS.

Mr. DIRKSEN. Mr. President, I will take just a minute or two.

What a ghastly concession, if this program did not do some good. But we picked four names at random off a list. That is the kind of answer we get. If the Senator had been diligent about it, he would have queried every employer and every one of the 17 trainees in Atterbury and those at Breckenridge to see what happened to them. We did not pick them. That is the answer we could have had. It would have been strange if Archie and perhaps a few others did not get benefits from this program, but what an awful price to pay for those meager benefits. That is all I have to say.

I trust that the amendment will prevail in the interest of a little frugality and a little efficiency in a great big sprawling empire that has to be looked at before it grows to the proportions where it gets entirely out of hand.

I yield 1 minute to the Senator from Tennessee.

Mr. HARRIS. Mr. President, I intend to vote for the pending amendment, authorized by the distinguished minority leader [Mr. DIRKSEN], to cut the authorization for the antipoverty program recommended by the Senate Committee

from \$2.496 billion to \$1.75 billion, a reduction of \$746 million.

With mounting costs of the war in Vietnam and increasing inflationary pressures here at home, the Congress must be frugal and responsible in expenditures.

The morning papers state that yesterday the President "made a strong plea" to the minority leader and the majority leader to hold this bill to the administration budget figure. Mr. President, I intend to abide by that request. I will vote for the amendment.

Mr. DIRKSEN. Mr. President, I yield 5 minutes to the Senator from West Virginia.

Mr. BYRD of West Virginia. Mr. President, I shall support the amendment to cut back the authorization for the antipoverty program to \$1.750 billion, the amount which was originally requested in the budget estimate. I feel very strongly that we should not authorize any amount in excess of that figure. I take this position for three basic reasons:

First. In the light of growing inflationary pressures in this country, we should make every effort to reduce non-essential Federal spending.

Second. In view of the increasing expenditures for Vietnam, we should economize where practicable and advisable.

Third. In view of the increasing probability of an administration request for a tax increase, it is my feeling that economies should be implemented, where feasible, in lieu of, or at least prior to, the institution of any such upward adjustments in taxes.

At this time, I also wish to make some observations with regard to certain features of the war on poverty. I have specific reference to the Job Corps program and the community action program.

It has been more than 2 years since the President signed the Economic Opportunity Act of 1964. More than \$2 billion has been spent on a number of programs, conceived to help the 33 million poor Americans. These programs have been in operation long enough for us to be able to take a long, hard look at them, at their successes, their failures, and their overall effectiveness.

No one of us wishes poverty to continue for anyone in this country. We would all hope that eventually each and every American could hold a job, and earn enough to provide his family with a secure standard of living. But we have come to realize that the desire to wage war on poverty is not enough. It is not enough simply to identify those persons whose incomes fall below a certain dollar figure, and then work out on paper some programs which theoretically will enable them to succeed in overcoming all the elements in their background which have resulted in their poverty status. Certain programs have been designed, they have been enacted into legislation, and they have been put into operation. We now have the opportunity and the obligation to examine some of these programs carefully and consider which are worthy of continued Federal support and which should be terminated.

One of the programs which is receiving growing criticism is the Job Corps. Problems have arisen at many Job Corps centers. Some of them, though irritating, are minor planning problems such as the case where the recruits arrived several weeks before the training courses were ready to go into operation. Some of them are due to administrative difficulties, both in Washington and at the centers themselves.

There have already been changes in the agencies under contract to operate individual Job Corps centers. At least one center has been ordered to close, due to many difficulties. These are all situations which may eventually be straightened out, but they appear to be occurring too frequently to be dismissed merely as "tooling-up" problems.

Perhaps a more shocking problem than the planning and administrative shortcomings is that of discipline among the enrollees in the Job Corps centers. The following represent only a few of the headlines appearing in newspapers all over the country: "Job Corps Youths Riot in Kentucky," "Kilmer Job Corps Ousts Seven Youths—Action Follows Stoning of Cars," "Corps Girls Hurl Bottles at Police," "Job Corpsmen Accused of Rape," "Four Arrested for Extortion," "Nine Youths in Job Corps Jailed After Kalamazoo Street Fight," "Five Job Corps Youths Charged in Shooting."

OEO officials have never denied the occurrence of these riots and criminal outbreaks. Their answers emerge in sociological jargon—the need for these youths to defend their manhood, the anger and hostility they naturally and rightly feel, et cetera—then the Job Corps directors proceed to obtain their release from the police and virtually excuse them from any responsibility for their delinquent behavior.

Many Americans are beginning to question whether the social worker guidelines laid down by the Office of Economic Opportunity can be effective in reshaping the lives of these young men. One newspaper columnist puts it this way:

The Washington guidelines reflect prevailing modern attitudes toward youth. Their permissive flavor bespeaks the remorse of a guilty society trying to compensate its failings. But they seem strangely out of place in a camp that must contend with the problems of men who have yet to learn the necessary disciplines of life.

Some Job Corps administrators have wanted to use some of the techniques proven effective in training recruits in the Armed Forces. But the use of militaristic procedures has been rejected by OEO policymakers. Because punishment has been ruled out as a method of discipline, administrators at the centers often have no firm way in which to insist upon acceptable behavior on the part of the Corpsmen.

The young men and women enrolled in this program have encountered grave difficulties during their lives. They have not succeeded in attaining any measure of success, and many have resorted to delinquency and crime. It seems to me a bit presumptuous to think that the

qualities of self-respect, self-control, and self-discipline will emerge in a permissive environment such as has been provided in the Job Corps centers, when no real demands are being put upon these young people.

The OEO has stressed the education and training aspects of the program. No one would deny that we possess the techniques to train most of these youths for semiskilled and skilled jobs. We can raise their level of education in a remarkably short time. But the more difficult problems come in teaching them how to live in the real world, teaching them to adopt the values and habits necessary to enable them to live satisfactory lives when they return to the environment to which they have previously been either unable or unwilling to adapt themselves.

One educator who has studied the Job Corps extensively said:

The Job Corps officials did not understand the nature of the people they were going to have to deal with. They relied on the rather naive belief that removing young men from their home communities would enable these youths to partake of middle-class education. This has led to what I regard as the failure of the program.

Another matter of concern to me is that of the cost of the Job Corps program. In a February 1966 newspaper article, \$4,500 was quoted as the cost for each enrollee who had graduated from the program as of that date. In its congressional presentation the following month, the OEO reported that the enrollee cost for the average 9-month period of enrollment was \$6,980. In some of the centers the figure was actually \$15,000.

OEO spokesmen have expressed the hope that this will be reduced to \$8,000 when the Job Corps reaches the so-called steady-state phase in a couple of years, but no real evidence has been presented to show how this will be done.

A real question arises as to whether the Nation is getting its money's worth from this program. Eight thousand dollars is quite an investment for a single person. Part of this high cost is due to the high dropout rate. Some 13 percent of the original recruits drop out in the first month of training. Twenty-one percent of the recruits leave after the first month, but before graduation. Of those graduating from the centers, the most optimistic estimate made of overall success is 80 percent.

Many state that if they rehabilitate half of the graduates, the program will be termed a success. On this basis, the cost per successful Job Corps enrollee may be as high as \$16,000.

A tabulation of those graduating before February of this year showed that less than half had obtained employment, and half of those were working in semiskilled jobs. In a followup study, it was found that 10 percent of those employed had left their original jobs very soon after being hired. About a third of the Job Corps graduates enter the Armed Forces, thus postponing the time when they have to reenter society. One cannot help but wonder if it should cost

\$8,000 to prepare a young person to enter the Army.

These are some of the major problems facing the Job Corps at this time. I have no indication that the Office of Economic Opportunity is really attempting to find solutions to them. I think we must soon seriously reconsider the aims of the Job Corps and whether it should continue to be administered in the same way as it has been over the past 2 years.

Another program administered by the Office of Economic Opportunity is the community action program. Since its inception, this has been a loosely defined program in which the guidelines seem to change to adapt to each and every local situation. The annual report of the Office of Economic Opportunity defines the goal of this program as follows:

The local CAP organization is responsible for seeing that poor people do not fall between agencies or get lost in the shuffle between one or the other. Its basic function is to help the poor make best use of existing agencies and help those agencies best help the poor.

Many of the community action programs throughout the country have established centers which are attempting to achieve these goals. But in other localities the purpose of the CAP's is being subverted by extremists and activists, and Federal funds are being used to support activities not in the least related to constructive antipoverty efforts.

In Syracuse, poverty funds have been used by the Syracuse Community Development Association to support demonstrations against the city administration and to provide bail for arrested demonstrators. In Cleveland, a group receiving antipoverty money piled rats and trash on city hall steps to dramatize the conditions under which slum dwellers are forced to live.

In Washington, D.C., antipoverty workers have organized persons on welfare to picket the Welfare Department, to stage sit-ins there, and have also organized demonstrations at police precinct station houses, stirring up trouble, and causing needless disturbance and disorder. In New York City an OEO supported group organized rent strikes and school boycotts. The director of the antipoverty agency there was accused of encouraging extremists to "war against individual schools and their leaders." He was charged with turning full-time paid agitators and organizers of extremist groups loose on the community to create disorder, disharmony, and violence—the very conditions the antipoverty groups were created to combat.

In most or all of these cases the programs were being administered, not by the city government or another public agency, but by a voluntary group selected by the Office of Economic Opportunity to conduct the community action program. I hardly think that the Federal Government should be giving financial support to activities designed primarily to embarrass, annoy, and harass officials within the city government or the local school system.

Picketing, demonstrations, rent strikes, and sit-ins are not activities which will

provide poor people with the education, training, or jobs they need. It may be fun for activists to engage in this type of program, but it seems to me of little benefit to the poor. Such activities are designed to fight city hall and not to fight poverty. Groups indulging in this type of action certainly should not be receiving Federal money.

We have not yet had a full accounting of the performance of the community action programs. It may be too early to evaluate their overall effectiveness, and they may be operating successfully and well in some communities. But I would recommend that some efforts be made to direct the Office of Economic Opportunity to withhold funds from groups primarily active in agitating the poor and organizing them for destructive purposes. Some have made the point that Federal money should be awarded only to persons in public positions who are responsible to the electorate. The Office of Economic Opportunity desired a more flexible policy so that it could give grants to organizations outside the local government which designed appropriate proposals for community action projects. But unless the OEO can require certain standards of conduct from such organizations, grants to private groups should be discontinued.

These are a few of the many questions concerning the poverty program which have come to my attention. It is my contention that it is incumbent upon the Office of Economic Opportunity to come forward to explain the failures where they have occurred, especially in the Job Corps and the community action programs. If they are not able to demonstrate that these programs can straighten out their difficulties, we should consider transferring the funds expended for OEO into more worthy and effective antipoverty projects.

I have no criticism of most of the other antipoverty programs. On the whole, they seem to have proved beneficial thus far. Time will fully record their success and failures, in the light of which they can be properly and fairly evaluated.

I ask unanimous consent to insert in the RECORD various and sundry articles, and news stories relative to certain features of the antipoverty program.

There being no objection, the material was ordered to be printed in the RECORD, as follows:

[From the Washington Post, Dec. 3, 1965]
JOB CORPS CAMP PLAN SPLITS ALL-WHITE
BISMARCK

(By Don Reeder)

BISMARCK, N. DAK., December 2.—North Dakota's capital city, which lacks a single permanent Negro family, is having racial troubles.

The Community is split by a bitter fight over proposals to establish a Federal Job Corps training center just outside town at Ft. Lincoln, where youths would be educated and work in State parks.

Both sides are advancing several arguments, but the most explosive issue is that an estimated 75 of the 200 Job Corps trainees would be Negroes.

Bismarck, a normally placid community of some 32,000 finds itself torn by some of the same problems its citizens have known previously only through news stories.

Supporters of the Job Corps center argue that Bismarck is morally obligated to give "culturally deprived" high school dropouts of the Job Corps a chance to improve themselves.

Opponents contend they are not racially prejudiced but merely practical. They say Negro trainees would find themselves isolated from social contact with Negro families, condemned to spend an unhappy time in a cold and unfamiliar country.

The U.S. Office of Economic Opportunity has not yet formally proposed setting up the center. But the Government has been taking soundings of community sentiment.

One radio station survey of 106 residents showed 46 opposed to the project, 37 favoring it and 23 undecided.

The Bismarck City Commission and Park Board advised Federal officials that most people do not want the center. They contend that many citizens fear a sharp increase in crime, lower real estate values and overcrowded recreation facilities.

"The Government people handled this thing badly from the start," said Mayor Evan Lips. "They should have come in here with more explanation of the program, so people would know what they were talking about. 'We are not racists in Bismarck.'"

JOB CORPS AID FACES A HEARING—MISSOURI
TOWN COMPLAINS ABOUT GIRLS' BEHAVIOR

(By Donald Janson)

KANSAS CITY, Mo., July 23.—The latest headache for Sargent Shriver and his Office of Economic Opportunity came this week from Excelsior Springs, just outside Kansas City.

Mrs. Grace Phillips, director of the women's Job Corps center in the pleasant little town of 6,000, was served Tuesday with a warrant charging her with maintaining a public nuisance. A hearing will be held Monday in Municipal Court.

The warrant is based on a complaint signed by 20 residents of the area where the center, housed in what once was a veterans' hospital, is situated.

The neighbors, complained that the girls at the center were loud, profane, sometimes drunk and often on the town's once-quiet streets after curfew. They said the girls also were promiscuous, sometimes in the yards of residents.

SYMPATHY FROM JUDGE

The case will be heard by Judge Arthur F. Wagoner, who has expressed "sympathy with everyone who signed that complaint." He lives near the center, which is training about 300 teen-age high school dropouts from every state in the nation for such vocations as nurses, secretaries and cooks.

Police Chief Frank Patterson said he had arrested four girls on charges of drunkenness. He said he had received many complaints of immorality. Frequently, he said, youths pick the girls up on the streets in their cars.

Judge Wagoner said some residents had moved out but that "some of us are going to stay here."

Mrs. Phillips concedes there is a problem but says progress has been made since the center opened last March.

"This is almost like missionary work," she says.

C. M. Horned, director of community relations and public affairs for the center, said the "major problem" stemmed from the fact that the campus-like grounds of the center were in the heart of a residential area.

Also, he said, people in Excelsior Springs are unused to seeing interracial dating and are "very concerned" about it. About 60 per cent of the girls at the center are Negro.

Mr. Horned said he thought the Office of Economic Opportunity would avoid residential locations for future projects.

This one is operated by the Training Corporation of America, a private company, under contract with the antipoverty agency.

RUN, SCREAM, YELL

"The girls run, scream, yell and have all the characteristics of a teen-age population," Mr. Horned said, "along with all the profanity they learn at home."

He said they attracted men from Kansas City and nearby Air Force bases, mostly Negro, who came in "old clunkers" of cars and motorcycles.

The couples park on the streets, he said, because Excelsior Springs has no public places of entertainment where Negroes are welcomed.

He said the center was instituting stricter supervision, but "we don't want to use storm trooper tactics."

Last month the center suffered through an eight-day strike by its 17 teachers. They formed a union called the Job Corps Federation of Teachers and joined the American Federation of Teachers, an affiliate of the American Federation of Labor and Congress of Industrial Organization. They demanded more pay, more teachers, more classrooms, less red tape, less janitorial work and a contract.

They got all but the contract, which is under consideration. The teaching staff numbers 25. It is scheduled to grow to 39 when the student body reaches 385 in September.

Both the strike and this week's developments sent officials of the contracting company in Falls Church, Va., and the regional antipoverty office here scurrying to Excelsior Springs.

Mr. Horned said the center had been trying reinforced patrols and other suggestions of the Excelsior Springs Community Relations Council but had drawn the line at a proposal that the grounds be ringed by an eight-foot barbed wire fence.

[From the New York Times, July 22, 1965]
FIVE JOB CORPS YOUTHS CHARGED IN SHOOTING

SAN ANTONIO, Tex., July 21—Five Job Corps antipoverty trainees from Chicago faced charges today in the shooting of two air policemen. Two were accused of assault to murder and three others were to be arraigned on charges of having conspired to rob the airmen.

James Wesley Neely, 18 years old, was accused of the shooting and was held in \$15,000 bond. Cordell Hughes, 17, was held in \$10,000 bond.

The two youths were accused of wounding and trying to rob Airmen Robert J. Pettengill, 19, of San Bernardino, Calif., and Frank Marcello, 18, of Elizabeth, N.J.

Airman Pettengill was in serious condition. Officials at Brooke Army Medical Center said he might be blinded because a bullet had severed an optic nerve.

Airman Marcello, who identified pictures of Neely and Hughes from his hospital bed, wounds in his hand and stomach.

NEW BEDFORD ASKS JOB CORPS TO GO—ACTS
AFTER STREET FIGHTS—SHRIVER BARS MOVE
(By John H. Fenton)

NEW BEDFORD, MASS., May 24.—A series of street fights and other incidents involving unruly elements at a Federal Job Corps center have led to a showdown between New Bedford citizens and officials of the training program.

The City Council unanimously adopted a resolution last night asking President Johnson to take the center out of New Bedford in the interest of public safety. But it appeared today that the situation might be resolved by stricter disciplinary measures at the center and the hope of better under-

standing between Federal and municipal officials.

In any event, Sargent Shriver, director of the Office of Economic Opportunity, said in Washington that he had "no intention" of taking the center out of New Bedford. He expressed hope that a group of Job Corps and local citizens could work out plans for creating a "more friendly atmosphere."

Mayor Edward F. Harrington, acknowledging that there had been some incidents involving girls, said that the crime rate actually had decreased in the year that the center had been in operation.

The Mayor said there was nothing he could do about the City Council action. But he noted that the Federal contract to use the center had another year to run.

About 520 young men whose economic backgrounds make them eligible for the Job Corps program are receiving training in basic education and office procedures such as the operation of machines for accounting, data processing and computer programming. They are housed at Fort Rodman, a former Army Artillery installation that had been reduced to housekeeping status.

Although the roster of the Corps is about 60 per cent Negro, there was general agreement, even among those most concerned about the situation, that racial problems were not involved.

The climax of the dispute came last night, when a group of Corps members, on learning that two of their colleagues had been set upon by New Bedford youths, stormed out of the center about midnight and headed downtown.

The police said they were pelted with stones, iron pipes and other objects, but the group was finally herded back without any serious injuries. No arrests were made.

City Councilman Daniel F. Hayes, who introduced the resolution to have the center closed, said, "They have had time to do something about discipline at the center."

Today, at a meeting of the Corps, Jerome M. Ziegler, director of the center, told the corpsmen that what happened here "may well affect the whole Job Corps program of the country." He expressed hope that it would be possible for "our neighbors in New Bedford to meet us and above all to get to know you as individuals."

[From the Washington Post, May 24, 1966]

CITY ACTS TO GET RID OF JOB CORPS

NEW BEDFORD, MASS., May 23.—The New Bedford city council, alarmed at a weekend uprising by Job Corps trainees, voted tonight to ask President Johnson to move the Fort Rodman Job Corps center out of the city.

Forty to fifty boys enrolled at the center hurled rocks, iron pipes and other objects at police Saturday night when the officers tried to prevent a gang fight with local youths in downtown New Bedford.

The center opened in January, 1965, and since then has enrolled 871 youths. Of the total, center director Jerry Ziegler, said 42 have been arrested for various offenses and 30 have been sent home for disciplinary reasons.

TROUBLES BESET JOB CORPS CENTER—BUT CHARGES OF INDISCRETIONS ARE OFFSET BY PRAISE

(By Nan Robertson)

CHARLESTON, W. VA., Jan. 5.—The Charleston Job Corps Center for Women is struggling with trouble.

It is trouble from which many important people in Charleston avert their eyes—either because they believe in the center's hopes and are heartened by its successors, or because it brings them money.

The trouble involves allegations of prostitution, drunkenness, Lesbianism, fights, theft and truancy. A very small number of almost 300 Job Corps girls have been of-

fenders. Some have been sent home. A few are still at the center, and the problems continue.

The center's director, Calvin R. Hobart, told a local judge that it was "extremely difficult" to get approval from Washington when he wished to expel girls for repeated misconduct.

EMPLOYEES PRAISED

Nobody in Charleston appears to be fighting the idea of the center. The police are generally discreet and seek to avoid bad publicity. Other city officials declare support. Nor does Charleston Job Corps enrollees staff.

A local lawyer involved in two of the most serious investigations reported last month to Washington headquarters that Mr. Hobart and his employees "are earnestly working in every way to build the Job Corp into an institution of honor and character instead of one reflecting shame."

Scores of interviews with Charleston Job Corps enrollees this week underscored the fact that the vast majority of the girls have the same desire. They do not speak of problems for a long time, until they trust the outsider. Then their own fears, and their own faith in what the Job Corps means to them and what it might make of them, come bursting through.

ACHIEVEMENTS IMPRESSIVE

"I want to make it so bad in the Job Corps, and I want the Job Corps to make it so bad," said one girl. "But I go to bed at night scared to death."

She and others spoke of drunken fights, thieving and sexual overtures within the six-story hotel the corps occupies in downtown Charleston. The worst fight, last Dec. 18, resulted in a girl's being slashed across the chest with a razor and hysteria throughout the building.

In bright contrast are the center's impressive achievements—the tumbling down of racial barriers, the relationships, the new hopes.

The enrollees speak repeatedly and with deep emotion of how they missed the center and their friends, teachers and advisers there during a two-week Christmas home leave that has just ended.

"I love my roommates. I'm not going to leave them for anything," said Marie Brown of Demopolis, Ala. Miss Brown is a Negro. Her roommates are white—one from North Carolina and two from West Virginia—and they reciprocate her feeling.

Girls emphasized again and again the "big chance" in life the Job Corps was offering them. Only 68 of the girls have high school diplomas. Many never got beyond eighth grade and had only sixth grade reading ability when they entered.

"We get some girls who can't read a word," Mr. Hobart says.

The center employs advanced and tested techniques to improve their basic reading, writing and mathematics. The girls are also studying to become beauticians, secretaries, business machine operators, cashiers, practical nurses and assemblers of electronic equipment such as radios and television sets.

It is too early to say how successful the classes are. The center defines a "graduate" as one who goes from the center to a better job than she was able to get before. So far there has not been one graduate. The center expects to see results by early spring, when the nine-month "desired minimum" period for Job Corps enrollees will have been completed by some.

The melting away of racial walls and tensions is evident everywhere in the building. Linda Hicks, a Negro, who as a resident corridor adviser is near the girls 24 hours a day, said, "There's no racial trouble here. It's the kind of cross-cultural living that no other Americans get."

Half of the living-in staff is Negro, as are slightly more than half the enrollees.

What seems to go particularly against the grain locally is that men from Charleston's Negro district near the center are seen in the company of Job Corps girls.

Mayor John Shanklin said that before the Job Corps center opened here last June 9 "there was some apprehension" over the "new idea."

"You can't have 300 girls together without some of them getting into some trouble off-hours," he said. "I expected a whole lot more disturbance. Thank goodness, it's been negligible."

On the record, there has been little trouble. Since the center opened, there have been only eight arrests. Four girls were charged with being drunk and disorderly, two with shoplifting and two were booked Nov. 23 as "runaways," with allegations by police officers that the last pair were engaged in prostitution and procuring other Job Corp girls for clients in nearby hotels.

After hearings with Juvenile Court Judge Herbert Richardson and an exhaustive investigation conducted by Robert E. Douglas, the defense lawyer for the runaways, the two girls, both 17, were released from county jail. The Job Corps sent them home.

Mr. Douglas is chairman of the family and child welfare division of the Charleston Community Council. In his report Dec. 10 to Washington, the lawyer said his inquiry tended to show "that there have been indiscreet actions taken by a number of enrollees, although it was not possible to nail down an organized ring" of prostitution as the arresting officers had charged.

Enrollees will talk freely about friends and roommates who they say engage in prostitution. One corridor adviser said simply without being asked: "Some do it for money." The girls' spending allowance is \$30 monthly; room, board and medical and dental care are free.

The staff is grappling daily with the problems as best it can. The emphasis is on understanding and guidance.

The central problem of the Charleston Center for Women—and perhaps the entire Job Corps—is this: The corps is dealing with and trying to "save" teen-agers who are not only very poor and often troubled but who also have failed.

"It's society that has failed them," one Washington Job Corps official said recently. "Their families, the schools, the police, sometimes psychiatrists have all had a crack at them and lost. They've dropped out of school, they've gotten into trouble, they can't find or hold an adequate job."

Mr. Douglas thinks there should be more "proper, adequate supervisory control" within the center.

"This community supports the center," he said. "People here want the Job Corps to be successful. Frankly, I think better disciplinary measures should be taken or the program as a whole will suffer. They should not wait until public opinion is down on the Job Corps. I feel the situation is building up to an explosion."

[From the Charleston (W. Va.) Daily Mail, June 10, 1966]

CORPS GIRLS HURL BOTTLES AT POLICE

Two policemen reported today they were reviled in the "vulgarest, dirtiest, foulest" language and made targets of a barrage of beer and whisky bottles when they answered a call at the Job Corps training center in the Kanawha Hotel last night.

They further charged that officials of the corps on duty in supervisory capacities were abusive and refused cooperation.

Patrolmen Dennis Scragg and George Henderson made a full report of the incident to superior officers and Scragg expressed hope

today that municipal officials will take some action.

Police received a call about 11:30 reporting two girls were stranded on a ledge or roof about 14 feet above a delivery alley at the rear of the hotel.

Scragg said when he and Henderson arrived they found the girls there, that both were bleeding from minor injuries and reported they had been pushed from a window.

He said that then windows of rooms filled with screaming, taunting girls of the Job Corps who began assailing them with obscene and profane epithets and hurling bottles and dishes at them.

Scragg today exhibited the neck and jagged, razor-sharp edges of a broken bottle that he said missed striking him in the face by the narrowest of margins.

Powerless to get the girls down from the outside, the officers summoned a fire department company to stand by and went in the building to help get the girls back through a window.

He said that while he was inside "some little man" who represented himself as a Job Corps official berated him and Henderson and told them they had no right to be on the property.

Scragg said he replied he had a perfect right to answer a police summons for help any place. He told the Daily Mail he was not sure of the man's name.

He said that once the girls had been brought through a window from the roof he went to the lobby and requested a woman clerk to summon two girls who had been particularly active in hurling objects. He said the woman refused to summon the girls, although he told her the room they occupied. "You wouldn't know them anyhow," he quoted her.

The male official told Scragg and Henderson he intended to report them "to your superiors."

The Corps officials sent both girls, who first said they had been pushed from a window, to Charleston Memorial Hospital for treatment. One had a lacerated knee and the other a lacerated elbow. Neither injury required suturing.

The hospital report quoted the girls as saying they fell from a window.

The Job Corps yesterday graduated a class of 36 girls in ceremonies at the Civic Center.

When a Daily Mail reporter asked Chief of Police Dallas Bias his reaction to the incident at the Job Corps center last night he referred to a stack of several reports on his desk. Then he had this to say:

"There was an altercation or disorder at the Job Corps last night which caused police to be called. The report of the officers who responded to the call says they found two girls who claimed to have been shoved from a window to a ledge outside. The officers needed a ladder to get up on the ledge. A fire department truck was called for that purpose. The truck was not used, however.

"While the two officers were trying to get the girls off the ledge they were abused by some girls hanging out the windows and calling them foul names. One girl threw the broken neck of a liquor bottle at the officers. The officers report they could get no cooperation from the person who said she was in charge. This woman identified herself as being the person in charge.

"The circumstances will be turned over to Capt. Nunley of the Detective Bureau to determine whether there has been any improper interference with city police officers in their proper investigation of alleged felonious assaults."

[From the New York Times, Nov. 14, 1965]
NINE YOUTHS IN JOB CORPS JAILED AFTER KALAMAZOO STREET FIGHT

KALAMAZOO, MICH., November 13.—Nine Job Corps trainees involved in a window-smashing riot that was touched off by the theft

of a coat were arraigned today on charges ranging from felonious assault to looting.

The Youths were among an estimated total 60 Job Corps trainees who, after they left a dance at a school here last night, broke windows and otherwise damaged 19 buildings as they brawled with the police.

The policemen were injured and two Job Corpsmen were treated at a hospital for lacerations.

In Washington, the Office of Economic Opportunity, which directs the Job Corps, issued a statement expressing regret over the incident and saying the trouble involved both Kalamazoo youths and corpsmen. And it deplored what it called "unfounded rumors which have exaggerated the local situation."

The statement quoted Dean Fox, Kalamazoo Police Chief as saying "it really was a mob action that included both Job Corpsmen and town youths."

The violence apparently stemmed from a fight between a Kalamazoo youth and a job corpsman over a coat that had been reported stolen at the school dance.

The trainees then began fighting among themselves both inside and outside the school said Jack Clark, who was in charge of the dance at Lincoln Junior High School.

Then, the police said, the Job Corpsmen headed for their buses, which were parked downtown some blocks distant.

As the youths passed through a downtown shopping mall, they broke windows and pulled down Christmas decorations, Chief Fox said.

"Some rings and a watch were taken from two jewelry stores, and we recovered some items," he reported.

The police said they confiscated a linoleum cutter, a switchblade knife, and auto jack handle, and a pair of bolt cutters, among other weapons.

The director of the Kalamazoo Community Services Council, Joseph Dunnigan, recommended today that the city be placed "off limits to Job Corpsmen." He also said a committee that had coordinated visits to the city by trainees from the Job Corps Training Center at nearby Fort Custer was halting its activities.

The violence occurred only hours after the Fort Custer center was dedicated formally by Sargent Shriver, director of the Office of Economic Opportunity.

Approximately 50 officers from law enforcement agencies throughout the county were called to round up the unruly mob and load the Job Corpsmen on the buses that had brought them to Kalamazoo.

[From the Washington (D.C.) Star, Nov. 13, 1966]

JOB CORPS YOUTHS IN RIOT AT KALAMAZOO

KALAMAZOO, MICH.—"By legal definition it was a riot," says Police Chief Dean Fox, "but for all practical purposes it was more a mob action."

The post-mortem in his office before dawn today covered:

Damage to 19 buildings in the area of Kalamazoo's downtown shopping mall, four persons injured—two policeman among them—Christmas decorations torn down and 12 youths in custody.

Fox estimated display window losses alone up to \$3,500.

The rampage spilled last night from a scuffle at a dance at Lincoln Junior High School here. Attending were Kalamazoo youths and guests from the Job Corps training center at nearby Battle Creek.

The center had been dedicated formally only hours before by R. Sargent Shriver, director of the Office of Economic Opportunity.

Before the violence was put down, every police agency in Kalamazoo County, in addition to state police, answered a general assistance call.

A skirmish line of armed, helmeted police moved out to round up the rioters.

One patrolman was hospitalized with possible rib fractures and internal injuries suffered while trying to break up one fight. Another suffered facial injuries in a struggle with one youth wielding a jack handle. Two Jobs Corps members were treated for ankle and head injuries.

Police confiscated several weapons in the roundup.

Held were 11 identified as Job Corps members.

[From the New York (N.Y.) Times, Apr. 1, 1966]

BATTLE CREEK MAYOR ASKS 30-DAY JOB CORPS BAN

BATTLE CREEK, MICH., March 31.—Mayor Harry Wilklow Jr. asked the nearby Fort Custer Job Corps Center today to keep its trainees out of town for the next 30 days.

He said he would ask Gov. George Romney to send in National Guardsmen for weekend street patrols if the center refused to grant the ban.

Mr. Wilklow took the action following an incident last Friday night during which several youths from the center were involved in a street fight. Fourteen of the corpsmen were sent home yesterday after an investigation.

[From the Washington (D.C.) Post, May 27, 1966]

JOB CORPS SHIFT

BATTLE CREEK, MICH.—The troubled Fort Custer Job Corps camp has a new security chief—E. Wilson Purdy, who resigned as Pennsylvania State Police Commissioner in a wire-tapping controversy.

Officials said they wanted someone who could meet with police in nearby Battle Creek and Kalamazoo "on their own ground."

As a result of vandalism and street fights, the 1500 Job Corps trainees have been all but barred from the two cities.

At the Fort Rodman Job Corps camp in New Bedford, Mass., a curfew and beefed up guards have been ordered after an outbreak between trainees, police and local teenagers last weekend.

[From the Washington Post, Oct. 5, 1965]

FOUR ARRESTED FOR EXTORTION

BATTLE CREEK, MICH., Oct. 4.—Four young men training at the Fort Custer Job Corps Center have been arrested by Federal authorities on extortion charges, Job Corps officials said today.

Officials said the four, accused of extracting money from fellow corpsmen under threat of physical violence, were arrested Sept. 30 and were arraigned before a U.S. commissioner on Oct. 1.

Federal Bureau of Investigation agents said the four demanded preliminary examination and were being held on \$1000 bond each. Charged were John McCrae, 20, of Dothan, Ala.; Charlie Tomlin, 19, of Lake City, Fla.; Lenorris Thomas, 18, of Palmetto, Fla.; and Sterling Myles, 20, of Washington, D.C.

[From the Washington (D.C.) Evening Star, Aug. 31, 1965]

LEARNING THE NECESSARY DISCIPLINES

(By Charles Bartlett)

CASPER, WYO.—The men charged with running the Job Corps Center in the abandoned Air Force base near here do not hide their regret that they cannot impose more military discipline upon the rugged assortment of recruits who are shipped to them.

The social worker guidelines laid down in Washington seem almost wistful when they are applied to the boys in their late teens who come to this center. The qualities in most of these men are deeply submerged by the shortcomings of their youth. They usually arrive as mean, tough kids who lie

and steal skillfully and at will. A surprising number are badly spoiled, more than one-fourth are totally illiterate, and almost all of them lack any real sense of discipline.

The center director, Dale Anderson, and his staff have extremely little leverage to cope with this crew. They can lift privileges, award extra duties, and assess fines for damage to government property. But if they deal severely with miscreants or emulate the army in any way, the kids will go home and the officials will be censured by the Job Corps hierarchy.

The corpsmen are quick to realize that the whip is in their hands. Anderson offers prizes for the neatest barracks and holds inspections but a visitor is startled by the untidy aspects of these quarters and of many corpsmen. The walls in the recreation area have been battered in places by men who found nothing better to do.

The unrigid spirit dictated by Washington requires Anderson and his staff to devote much time to the persuasion of young men whose experiences have taught them to be stubborn. They must be persuaded to get their hair cut, to take advantage of their opportunities to learn, and to resist their impulses to leave for home. One able but overworked instructor induced one young fellow to join the reading class after two months of persuasion.

The permissive climate of the camp is specified by the general instruction drafted in Washington for camp directors. "The importance of discipline is recognized," these instructions say. "However, the emphasis is on guidance and constructive criticism. Arbitrary measures tend to create hostility and resentment."

Noting that young people are inclined to test rules and standards, these instructions direct that "rules must never be allowed to dominate the life of the center" and that "formal disciplines must be kept to a minimum." The aim of these instructions is to create an environment in which the corpsmen will "gain maturity through learning, self-expression, and the recognition of his abilities."

Washington's rejection of every form of militarism was overruled by the objections of corpsmen in the first centers to the fact that they had no uniforms. They wanted the assurance of some insignia and they now sport army-type shirts with Job Corps shoulder patches. However, they usually wear these garments in a sloppy fashion that would be intolerable to the Army.

Anderson, taught by his own experience to respect Army methods of handling men, has balked occasionally at Washington's policies. He divides his corpsmen into groups of ten so they can have the leadership experience afforded by the Army squad system. Despite prodding from Washington, he refuses to have his staff sit among the corpsmen at meals because he believes that this familiarity will damage the working relationships.

"As long as you stay here, you are going to work and study," Anderson tells each newcomer. This bluntness undoubtedly violates the Washington precepts and it may account for the fact that 50 corpsmen have dropped out of the Casper camp. But Anderson's stern unwillingness to tolerate foolishness is probably also the reason why the 98 men who have stayed have done reasonably well.

The Washington guidelines reflect prevailing modern attitudes toward youth. Their permissive flavor bespeaks the remorse of a guilty society trying to compensate its failings. But they seem strangely out of place in a camp that must contend with the problems of men who have yet to learn the necessary disciplines of life.

[From the Washington (D.C.) Star, Aug. 29, 1965]

JOB CORPS DROPOUTS JOLT CAMP'S MORALE (By Charles Bartlett)

CASPER, Wyo.—The Job Corpsmen who go home are an enigma that disrupts the gathering momentum of this Job Corps center at the foot of the Laramie Mountains and raises basic questions on the discipline of the over-all program.

One out of three of the young men flown here by the government has sniffed the crisp winds blowing across the range grass, examined the facilities of this one-time training base for bomber crews, and demanded to be sent home. The staff begs these "tourists" to consider the opportunities at hand and to give the camp a chance.

But when the men persist in their refusal to stay, as about 50 have since the camp opened in April, they are handed tickets back to the grey future that awaits them at home. These recalcitrants damage the camp because they tax the time of the overburdened staff and depress the morale of men who want to stay and learn.

EXPERTS DISPATCHED

Concern over the rate of drop-outs has spurred the headquarters in Washington to dispatch experts to learn what is wrong in the Casper center. They will not need to probe much deeper than the instability of young men whose training was cut off in grammar school and who have never learned the discipline of work and study.

This camp is the lowest rung on the Job Corps ladder. Its aim is to teach the basic skills and attitudes necessary for more advanced training at the urban centers in other places. The cruel irony is that this essential first step is being rejected by the young men who need it most.

The fault does not appear to lie with the staff of the camp. The director, Dale Anderson, is a straight-talking, no-nonsense type of Westerner who seems ideal for his role. He and his personable assistants are struggling hard to find the balance between ingratiation and command that will induce these young men to stay and seek their futures at the center.

The camp works a 40-hour week that breaks into 12 hours of study and 28 hours of conservation labors at a nearby reservoir. The 98 corpsmen's needs in the field and in the study rooms are handled well by the staff of 26.

The center is a splendid deal for these men by any yardstick. They get medical care for their ailments and bad teeth. The meals are excellent and central heating has been added to the barracks since the bomber crews moved out. The recreation outdoes anything that might be found in a private boarding school. Two movies a week, softball games each evening, weekend passes, and bedtime snacks are the sugar coating on the pill.

The reward for this outlay of energy and money is the enthusiasm of the corpsmen who have seized their opportunity. These are the 20-year-olds who have swallowed their embarrassment and knuckled down to master the alphabet and the primary reader. There are the farm boy from Nebraska, bursting with pride over his progress in arithmetic, and the clean-cut fellow from Idaho who says, "I've hoped all my life that a chance like this would come along."

The going is not easy for any of them. Each day requires a new repudiation of their pasts. "You've got to keep putting your mind to it," explains Reuben Jackson, a bright Negro cook from Ohio. "I'm always close to deciding to leave." Jackson's mother, who has 13 other children, writes

letters urging him to come home because she misses him. He did pack one day but Anderson persuaded him to stay. Now he talks eagerly of the jobs he can get if he finishes the course.

STRONGEST ARGUMENT

The visible success of the center at stimulating latent qualities in these men is the strongest argument for tougher policies toward those who want to go home. The whims of the fellow who says, "I need fresh air and fun instead of work" or of the Southerners who leave because they dislike being encamped with Negroes are pathetic contrasts to the center's gathering climate of dedication.

The drop-out experience in Casper indicates that the Job Corps is making one major mistake. This is an excessive zeal in recruitment that obliges the center to prove itself to the corpsmen. The promises of the recruiters are brighter than the realities in the camp and the let-down deepens the dismay which every young person feels upon leaving home.

The Casper experience also suggests that the corpsmen should initially commit themselves to remain at these centers long enough to allow their homesickness to subside and the training routine to catch their interest. If this commitment is not sought, the Job Corps will stay trapped in an expensive flux of tourists who may eventually undermine the program.

JOB CORPS CAMP CHIEF IS REMOVED

The director of a strife-ridden Job Corps training center at Camp Breckinridge, Ky., has been removed from his post in the wake of a drastic reduction in the number of center employees.

Southern Illinois University officials, who operate the center under a \$10 million government contract, yesterday announced that James W. Hughes, the director, has been reassigned to a position as assistant professor at the university.

LAST WEEK 107 FIRED

Last week, 107 center employees were fired by university officials. Before the dismissals, the number of employees at the center—about 450—exceeded the number of young trainees—358.

A Job Corps spokesman in Washington said SIU managers of the camp have undertaken a major restudy and overhaul of the camp's management.

The spokesman, Stanley A. Zimmerman, deputy director of the Job Corps, said the top-heavy staff was the result, in part, of the freezing of "trainee input" at Breckinridge following a near-riot there last August.

SEVENTY-FIVE INVOLVED IN DISORDER

In the August disorder, a group of some 75 corpsmen attacked a fire truck when it arrived—in response to an apparent false alarm—outside a mess hall at the center.

A fireman was beaten with tire chains and fighting broke out. Authorities later reported that 10 corpsmen were treated at a camp hospitals for stab wounds, cuts and bruises.

OFFICIALS TOUR SITE

Top Job Corps officials, including Corps director Dr. Otis Singletary, toured the Breckinridge center earlier this week.

Job Corps aides stated that the large staff at the center was hired in anticipation of an enrollment of 1,000 to 1,500 corpsmen. A spokesman said one of the administrative problems at the center involved a lack of "proper timing" in the development of the program.

Among the 107 employees dismissed were about 25 wives of employees. One of the

women is Mrs. Georgia Hughes, the wife of the deposed director. Hughes has been replaced by James R. Fornear, who was the deputy director.

Zimmerman said that prior to the dismissals, a total of about 50 wives of employees were on the center staff. He added that the use of "family teams" on the center staff was encouraged by project directors.

The Job Corps official said the enrollment freeze at Breckinridge will remain in effect until the administrative problems at the camp have been remedied.

[From the New York Times, Nov. 3, 1965]
JOB CORPS FINDS KENTUCKY CAMP IS STILL DEFICIENT

(By Joseph A. Loftus)

WASHINGTON, November 2.—Camp Breckinridge, the Kentucky Job Corps center where enrollees rioted last August, is still "seriously deficient," a corps official said today.

Talks have been reopened with Southern Illinois University, the contractors, to negotiate improvements speedily.

A Job Corps survey team that went to Camp Breckinridge last month found that far too little had been done to avoid a repetition of the Aug. 20 riot. Job Corps officials thereupon affirmed their August decision to send no more enrollees to Breckinridge until certain improvements had been made.

Headquarters said a cancellation of the university's contract was not being discussed at this time. However, officials said it would be uneconomic to block new admissions indefinitely. More than 700 have been assigned to Breckinridge since it opened.

Many fled or demanded transfers after the riot. The October rolls showed 388 there although there are facilities for more than twice that number. The projected capacity is 2,000.

Wray Smith, associate director of the Job Corps in charge of urban centers, would not pinpoint the deficiencies but placed them in three categories: instructional services, administrative services, and enrollee life.

"There is a lack of effective management on the part of the university," he said. "So much flows from that. The matter is urgent. We've got to wrap it up in the next few weeks. We feel this is a serious matter."

The riot could not be traced to any single cause. However, investigators found many possible causes, some of which were corrected immediately.

The university, they concluded, had been excessively cautious and slow in buying equipment for the enrollees. Food and food service were inadequate with 600 being fed in a dining hall that accommodated only 160 at a time.

There was a divided security force. The members had overlapping responsibilities and were confused about their duties. The property watchers carried guns and when these were taken away four of them quit.

A staff training program had been discontinued, presumably because new corpsmen were arriving so fast that they demanded the staff's full time. It was "beastly hot" that week, and there was not enough to do, one official said. Relations with nearby communities had not been adequately developed.

Although many of these shortcomings were corrected promptly, the October survey results disturbed Job Corps officials. They called in Delyte W. Morris and Robert MacVicar, president and vice president of the university, and pressed them for more action. Further talks will be held next week.

These events hold significance beyond their immediate effect on Camp Breckinridge and the university.

The more far-reaching question is what kind of organization is best qualified to

operate these camps. Measured by adverse newsmaking events, the camps run by profit-making corporations have a far better record than those run by a variety of non-profit organizations.

[From the New York Times, Aug. 21, 1965]
JOB CORPS YOUTHS RIOT IN KENTUCKY—
HUNDREDS IN FOOD PROTEST AT CAMP—10
INJURED

MORGANFIELD, Ky., August 20.—Hundreds of white and Negro youths, many of them school dropouts from big-city slums, rioted for nearly three hours today at a Federal Job Corps center. At least 10 persons were injured.

The students at nearby Camp Breckinridge complained that they were being fed "slop." They were dispersed only after agents from the Federal Bureau of Investigation and United States marshals had entered the camp while 35 armed state police stood guard outside.

"The students were fighting everybody, themselves and the camp officials," a state trooper said. "They grabbed everything they could get their hands on and went wild."

The F.B.I. entered the case because the camp is on Federal property. State troopers were ordered to the scene by Gov. Edward T. Breathitt after a request for assistance by United States Attorney Bill Rivers.

Camp Breckinridge houses about 650 students, about 400 of them Negro, and is operated by Southern Illinois University under contract with the Government.

The camp is a former United States Army infantry training center in western Kentucky near the Indiana border, about 175 miles southwest of Louisville. The students range from 16 to 21 years old.

Among the injured was a fireman who tried to quell the fighting. He was admitted to Our Lady of Mercy Hospital in Morganfield. The others injured were admitted to the camp infirmary.

The rioting began in the school cafeteria. Robert Rudd, an activities instructor and member of the student security staff, said about 50 youths had started it "and it spread from there."

"They all grabbed two-by-fours and marched from the cafeteria," he said. "They broke into the security building, shattered a lot of windows and pushed a few staff members."

FIREMEN TOO LATE

Mr. Rudd said someone called the fire department, but firemen arrived too late to prevent most of the vandalism.

"The kids began to break up after staff members reasoned with them," Mr. Rudd said. "But once the kids were outside, the rioting broke out again. They jumped on a fireman and started throwing two-by-fours again."

The student complaint about the food was reported in a recent edition of the camp newspaper. The story described the fare as "slop."

State troopers from Henderson, Mayfield and Morganfield converged on the camp but lacked jurisdiction to enter. F.B.I. agents and marshals arrived at the scene just as the Governor received authorization from Mr. Rivers. The troopers decided, however, that it was best to surround the camp while Federal authorities and school security personnel tried to restore order.

Homer Woodard, a member of the camp security department, said 300 to 500 youths were involved in the disturbance.

About 100 demonstrators marched outside the camp last Friday in protest to its hiring practices. The Rev. W. J. Hodge, president of the Kentucky National Association for the Advancement of Colored People, said the poor people of the neighborhood, both white and

Negro, were being deprived of jobs at the camp.

James Hughes, the center director, denied the charge.

The camp is operated by the Office of Economic Opportunity, which administers the Administration's antipoverty program.

The Job Corps operates the camps at which unemployed youths are taught skills so they can get jobs. Most of the youths are school dropouts.

[From the New York Times, July 3, 1966]
JOB CORPS CENTER AT KILMER FACING A CRACKDOWN—MORE DISCIPLINE ALONG WITH IMPROVED COMMUNITY RELATIONS PLANNED
(By Walter H. Waggoner)

EDISON, N.J., July 2.—The Camp Kilmer Job Corps Center here has promised to tighten discipline immediately in an effort to reduce misconduct by the corpsmen and improve relations with the townships of Edison and Piscataway.

Mayors Anthony M. Yelencsics of Edison and William H. Atkins of Piscataway made public today identical letters they had received from the Office of Economic Opportunity in Washington outlining steps Camp Kilmer authorities plan to take.

Over a period of months corpsmen in the job training program have been accused of drunkenness, narcotics use and assaults on local residents. Last month seven were expelled from the corps for stoning cars on a highway that passes through the camp.

About a week later, a petition to the Edison Township Council, signed by 1,389 residents, asked the removal of the job training center from the Camp Kilmer site.

PROUD OF CENTER

The letter from Washington, hand delivered to the two Mayors yesterday, was signed by Chester R. Lane, associate director for men's centers of the Job Corps. Although conceding the need for improvement, Mr. Lane nevertheless stated:

"We are proud of the Kilmer Job Corps Center. When the history of the war on poverty is written, its most memorable page may well be the involvement of American industry in helping the poor, to share in the good life, as it is known to most of us."

The Kilmer center, opened in February, 1965, is operated with Federal funds by the Federal Electric Corporation, a subsidiary of the International Telephone and Telegraph Corporation.

The corps director promised physical changes at the camp as well as more rigorous enforcement of the camp's standards of good conduct and an effort to impress the community that there are "good citizens" among the youths at the center.

Because cars were stoned on Plainfield Avenue—a highway that cuts through the center of the camp—the camp will improve the fencing and lighting along the thoroughfare and provide a second pedestrian overpass over the road.

Mr. Lane said "extensive additions" in recreation facilities would be started immediately, including the construction of a swimming pool, and the provision of more game room equipment and better movie facilities.

He added that a "corpsman patrol" would be organized "to make sure that corpsmen live up to the behavior standards that both you and we expect of them," in neighboring communities.

Other improvements or innovations will include the issuance of special telephone numbers to local residents who may want to call Job Corps officials quickly or in an emergency, more care in issuance of passes and special buses for corpsmen in order to end or minimize the troublesome incidents that have occurred on municipal buses.

The letter also touched on the now established problem of distrust and tension between the poor and the police.

"Young men from disadvantaged backgrounds, such as we have at Kilmer," Mr. Lane wrote, "often come to us with an unfortunate and inaccurate picture of the role of police in community life. In addition, policemen sometimes do not recognize the generally high quality of most of our young volunteers at Kilmer."

Mr. Lane said that an orientation program would be undertaken to correct "this lack of understanding."

KILMER JOB CORPS OUSTS SEVEN YOUTHS—ACTION FOLLOWS STONING OF CARS—FIRES STUDIED

(By Walter H. Waggoner)

Special to The New York Times

EDISON, N. J., June 15.—Seven youths have been ousted from the Camp Kilmer Job Corps here as a result of the stoning of automobiles on a highway last Saturday night.

The Piscataway Township police reported that six motorists complained about the incidents on Plainfield Avenue, which runs through the antipoverty center, and a 57-year-old man was punched in the face when he stopped to remonstrate with the stone throwers.

In addition, the Federal Bureau of Investigation is investigating the cause of three fires that have broken out at the camp since Monday morning. So far, no one has been accused of involvement in the blazes, a Job Corps spokesman said.

FIRE DESTROYS OLD BARRACKS

The first fire, discovered about 8 A.M. Monday, burned a hole in the floor of the kitchen area in an orientation building. The second destroyed an unoccupied wooden World War II barracks late Monday night and last night the interior of a similar unused building was burned out.

Fire Departments from Edison and Stelton responded to the two most serious blazes but the first was put out by a staff member with a fire extinguisher.

The center, opened in February, 1965, as an antipoverty project to teach job skills to school dropouts, is operated under a Federal contract by the Federal Electric Corporation, a subsidiary of the International Telephone and Telegraph Corporation.

Although cited as a success by the Government and the operating management, the center has been the subject of controversy largely as a result of a highly critical study of its administration and training methods by a group of Rutgers University professors.

And there have been incidents of unruly behavior in New Brunswick, the largest community in the neighborhood, where the corpsmen find most of their off-duty recreation. But Capt. Maurice Ahearn of the Piscataway Township police department was inclined today to minimize the extent of the misconduct.

NOT TOO MANY INCIDENTS

He said that there had "not been too many incidents considering the number of boys at the camp."

"Out of 2,100, you are bound to get a few who act up," he said. "But if you have only 20 or 30 troublemakers, they can make it miserable for all of the rest."

Today the so-called house of representatives of the corpsmen, the student government drawn from each of the 32 dormitories, formally deplored the recent outbreaks.

At their regular Wednesday meeting this morning, attended also by Paul C. Ketcherside, director of the center, the young "representatives" announced their apologies to the community and invited local residents to attend one of their meetings "to see some of the positive things we are doing at Camp Kilmer."

ONE THOUSAND THREE HUNDRED AND EIGHTY-NINE ASK REMOVAL OF KILMER JOB CORPS

EDISON, N.J., June 23.—A petition signed by 1,389 residents has requested the removal of the Camp Kilmer Job Corps, an anti-poverty job training center, from this township.

Presented to a meeting of the Township Council last night, the petition cited incidents of narcotics violations among the Corpsmen, drunkenness and assaults on local residents in the neighborhood of the center.

In response to this and other complaints, Job Corps officials went to Washington today to discuss ways of tightening control and improving discipline over the 2,100 youthful trainees at the Camp Kilmer Center.

The center is operated for the Government by the Federal Electric Corporation, a subsidiary of the International Telephone and Telegraph Corporation.

The mayors of Edison and Piscataway Township met with Job Corps and anti-poverty officials from Washington and the Kilmer center on Sunday, moving up their meeting from one originally scheduled for yesterday.

The Job Corps representatives agreed to submit to the mayors by July 1 "a plan of steps to be taken to tighten discipline and improve relations between the center and its neighbors."

[From the New York Times, Jan. 12, 1966]

DROPOUTS ALARM JOB CORPS CAMP—LESS THAN 84 PERCENT RETURN TO KILMER AFTER HOLIDAYS

(By Nan Robertson)

WASHINGTON, Jan. 11.—Camp Kilmer, a Job Corps center recently accused of having "flagrant deficiencies," now has the most serious dropout problem of the entire national youth retraining program.

It has been the only one among 74 centers to fulfill the gloomiest predictions of last November by poverty officials that perhaps 16 per cent of the 13,500 Job Corps men and women who went home for two-week Christmas leaves all over the country would stay home.

Of the 1,023 men who left the New Jersey camp for Christmas, 859 are back and 164 are dropouts—a return rate of just under 84 per cent.

Last weekend the picture was far more alarming. More than 300, or 30 per cent, had not come back to Kilmer and Job Corps officials were upset.

Since then a significant number have straggled back on their own or been persuaded to return by Kilmer officials who kept telephoning them or sending them telegrams strongly urging them to change their minds.

Most of the dropouts are white.

In the rest of the country the return rate seems to be better than what many poverty officials had hoped for. Job Corps staff members here appear most reluctant to give any breakdown by center or by category of center, "for fear of setting one camp against another," it was explained.

The Office of Economic Opportunity here is lumping all the figures together for a national average return that they say is 90 per cent.

Kilmer's project manager, with offices in Washington, is going to New Jersey to find out what has gone wrong. Months ago, the center was excoriated by some of its professorial advisers at Rutgers University for "flagrant deficiencies," including paramilitary discipline, little learning and preoccupation with a "good front."

In the early months, the racial proportion at Kilmer was about 60 per cent Negro to 40 per cent white. Just before Christmas it had reversed. Now the Negro proportion to the whites will rise even higher.

In most Job Corps centers, the pattern evidenced by the youth has been strong family ties and the homesickness that results; "culture shock"; inability to adapt to group living, new foods and practices. Resistance to change has been significantly higher among Appalachian whites than any other group.

Urban Negroes in particular, the majority from broken homes and toughened by experience in America's cities, seem more able to adapt and are motivated by the desire to improve themselves with better jobs and education.

Many do not want to go home after they graduate from Job Corps.

Most of the Appalachian whites wish to the hills and hollows whence they came.

[From U.S. News & World Report, Dec. 20, 1965]

TROUBLES IN THE JOB CORPS—REPORT FROM A SHOWPLACE

(NOTE.—Heading into controversy; the Job Corps, a major branch of the poverty program. After a full year, some camps stand half empty, the dropout rate is high, class attendance is poor. Critics say the whole approach is wrong. They point to the Corps center at Camp Kilmer, N.J., showplace of the program, as Exhibit A.)

CAMP KILMER, N.J.—The Job Corps is regarded as one of the more successful phases of President Johnson's "war on poverty." Camp Kilmer has been looked on as one of the best Job Corps camps.

The center here has been running for about 11 months. It was set up to handle 2,500 boys. Camp officials say that enrollment now is about 1,250.

In the first nine months, 483 youths dropped out and 20 others were sent home. Eighty-four left to take jobs, enter the armed forces or return to school. December 17 was picked for graduation day, but only three boys were ready to graduate.

Almost all of the boys in attendance were to go home for Christmas. How many come back after the holidays will show how well this part of the poverty war has caught on.

Up to \$6,000 per boy: Camp Kilmer is being run by a private firm on a fixed-fee basis under policies laid down by law and regulations of the Office of Economic Opportunity. The management fee is \$520,000 for a 19-month period. If camp population averages 1,250 for the period the fee will come to \$416 per boy. In all, Kilmer's operations are estimated to cost somewhere between \$3,800 and \$6,000 per boy per year. The boys are paid \$75 per month, only part of it in cash for pocket money.

The staff numbers about 500, or one staff member for each 2.5 boys. If the attendance is raised to the goal of 2,500 the staff will increase to between 700 and 800, or about one staff worker for each three boys.

Corpsmen come from 40 States, with the biggest group from the Appalachia area. About half are white, half Negro.

Big unfilled spaces. The big question that pops into the mind of a visitor is this: Where are the boys? Classes are very small, ranging from two to a dozen or so. The dormitories seem largely deserted, with a scattering of the corpsmen on the campus. The dining hall seemed about two-thirds empty at mealtime. Asked to explain why, official replied: "The place is big."

Vocational-training facilities appear to the layman to be excellent.

The trouble is that in the middle of the school day they seemed mostly idle. An auto-body shop as big as a gymnasium had half a dozen boys hammering on bent fenders. There were three boys in a very large carpentry shop. The training facilities all were there. But the boys were not.

Dormitories appeared spotless. Most had signs warning the visitor to take off his shoes before entering. Corpsmen live four to the room in double-decker beds. The grounds here and there, however, were littered with beer cans and gin bottles, especially in areas away from the administration building.

Vocational instructors appear genuinely enthusiastic about the establishment. Progress of the boys in learning is said to be ahead of schedule.

It was noticed that dozens of typewriters were standing unused in the typing classroom. Dozens of calculating machines were idle in the business-machine classroom. Machines were abundant, but there was a shortage of boys. Yet when officials were asked why there were not more youths at the camp the answer was: "Lack of facilities."

Each dormitory houses 64 boys. Four group leaders live with the boys in each dormitory. The leaders are paid \$6,000 a year plus room. Group leaders are on duty from 3 p.m. to 8 a.m. Each group of boys is self-governing, counted on to enforce the rules.

In addition to four group leaders, each dormitory is assigned three academic teachers and one counselor. Salaries of teachers are in line with those paid outside. The counselors get from \$7,500 to \$10,000 a year.

Class attendance: spotty. There is concrete evidence that class attendance is poor.

One teacher kept a meticulous record. He was supposed to teach 12 classes twice a week—seeing each of his students once every 3½ days. His record shows that his pupils were attending class only once in every 10 days.

Twenty vocations are being taught at this center. They are: auto mechanic service-station attendant, retail sales office administration, office-machine operation, logistics, auto-parts sales, cooking, welding, metal work, auto-body repair and finish, carpentry, electrical work, painting, office-machine repair, refrigeration repair, electronics and appliance repair, plumbing, data processing and offset printing. Many of the boys also train as custodians, or janitors.

Mathematics, science, social studies and communications skills are taught three hours each day. After 3 o'clock in the afternoon the boys are more or less on their own.

An eight-member advisory committee of professors from Rutgers University has made a study of the camp and has been arguing publicly with the Camp Kilmer management over methods.

The advisory group, in brief, is against participation of corporations in the war on poverty. Said the report: "It is well known that corporate hierarchy and military hierarchy are modeled after one another. Top administrators generally are not knowledgeable regarding the technicalities of training. They see themselves as managers of men, not of program content. Yet, they make significant decisions regarding program, but decisions which give primary consideration to the profit motive."

Those professors who have studied the camp oppose this type of 24-hour residential setup for youngsters from a poverty background, who have been removed geographically from their "life style." The professors are convinced that vocational training is overstressed.

The advisory group would emphasize academic training instead, leaving vocational training to on-the-job projects in a city. They would have the youngsters and the Job Corps enter individual agreements tailored to needs of the youth.

The Rutgers report. The previously unpublished portion of the Rutgers report on the Camp Kilmer Job Corps Center makes the following points, among others:

"It should never be thought that removing youths from their homes and communities is other than a stopgap solution to youth em-

ployment problems. Indeed, such an act may be socially debilitating, and produce extremely undesirable results. . . .

"The physical plant should be enormously upgraded to include at least the following—

"Additional social-leisure time buildings which would include bowling, music rooms, additional snack bar or coffee shop sections, expressive art rooms, craft shops and soft-drink night clubs.

"Reduce the population in each dorm from 64 to 36 without reducing the ratio of group leaders. Some corpsmen should have single rooms while others should be two to a room.

"Air-condition the 'living room' area of each wing in the dorm. More comfort should be provided for each room. For example, such things as radios should be regarded as standard equipment, and each room should have a good ventilating fan.

"The monolithic program currently in effect should be replaced by one which is individually tailored for each corpsman. A contract should be entered into which clearly sets forth the responsibilities of the Job Corps to the youth and the expectations the Corps has of the youth. The curriculum should be primarily aimed at upgrading academic study skills of the youth."

The report also recommends "removal of all vestiges of military procedures: recruiting, induction, fences, passes, terminology (AWOL), and the substitution of campuslike social controls. . . .

"Vocational training should be buttressed by on-the-job training. . . . Driver-training courses should be instituted. . . .

"Monthly payment to corpsmen should provide essentials of decent, dignified social and community associations for boys of this age. Minimum provision would permit corpsmen to pay for transportation, telephone calls, to accept personal invitations, to invite dates, to make independent purchases for personal needs, without humiliation.

"If necessary, means to achieve federal legislation for this purpose should be undertaken."

The Job Corps thus is becoming a center of controversy, like many other phases of the poverty program.

EXCLUSIVE INTERVIEW—WHAT'S WRONG WITH JOB CORPS

Why all the stir over the Job Corps? Is it really a failure? What changes are needed? In this interview, Francis Purcell, Rutgers University professor and Job Corps adviser, takes a close look at the program and offers recommendations.

Q. Professor Purcell, is something basically wrong with the Job Corps, in your opinion?

A. In my opinion there was not sufficient planning. Specifically, the Job Corps officials did not understand the nature of the people they were going to have to deal with. They relied on the rather naïve belief that removing young men from their home communities would enable those youths to partake of middle-class education. This has led to what I regard as the failure of the program.

Q. What do these young people really need most—discipline? Basic training in reading? Or on-the-job training?

A. I think the findings with this group of people in the past have indicated very blunted aspirations on their part. With blunted aspirations they don't see the relevance of academic learning, without which they can't really manage in the job market.

Q. Do they lack motivation?

A. This is one of the biggest misunderstandings held in regard to this program. The very fact that these boys are in the Job Corps attests to their high motivation. The thousands who turn up for the neighborhood Job Corps and are desperately seeking to get into the mainstream of society attest to their motivation.

What happens once they get into these programs, though, is quite another thing. Something happens. They become filled with hopelessness and despair, and they are unable to see the relevance of the programs that have been mounted in the Job Corps to place them in society.

Q. Why does their attitude change after they get into the Job Corps?

A. There are a number of reasons—some which relate to their experiences before going to the Job Corps, some which are due to their experiences after they got to the Job Corps.

I think it has to be understood that this is an exceptionally deprived group of youngsters who have lived in hopelessness and despair. They are school dropouts. Consideration has not been generally taken of the fact that they have been, in a sense, damaged by their life experience to date. They have very little trust that the "establishment" will provide them with the necessary tools to enter life.

And, once they do get to the Job Corps, they find themselves far from home, in an all-male environment, paramilitary in nature, in a camp dominated by white, middle-class values, without sufficient recreational facilities or access to the nearby communities.

They are harassed by local police. They are given a middle-class, junior-high-school curriculum and are expected to learn it. They are not provided equal opportunity so far as vocational choice is concerned. Very often they are kind of pushed or tracked into lower-definition jobs, and they view this with a good deal of hopelessness and despair, too.

Q. Do these youngsters know enough about themselves, about their own abilities and what is needed in the job market, to pick their own vocations?

A. I would say not. I would say, again, this is another weakness of the Job Corps program. Their life experience to date has not provided them with the kind of information and attachment to the world of work which would enable them to make an intelligent decision.

What happens is a translation of their very negative self-images into an occupational choice. Thus, a boy with considerable latent ability may choose to become a custodian or a janitor, based on his own feelings of self-hatred, rather than on his true abilities.

Q. Some Job Corps camps are set up in rural areas, and others are in or near big cities. Which location is better?

A. I would prefer that camps not be set up—period! I would prefer that the Job Corps use existing educational facilities and create new ones within the area where the youngsters live.

Q. What kinds of facilities would you suggest?

A. The kind of school that I would develop would be one which would enable these kids to bypass all of the dead-end jobs that they're now being trained for. Actually, this is the major recommendation by some very fine social economists.

I think a combination of neighborhood Job Corps which would provide work experience and income along with a solid vocational training would get at the problem best. The thought in mind would be to try eventually to skip a whole step in the social scale to get these kids into some of the more skilled occupations, like being programmers and so on.

KEEPING YOUTHS AT HOME

Q. In other words, do you think taking them away from home is not necessarily a good idea?

A. Exactly. I'm opposed to it. I don't think it's a good idea. It seems to be the basic assumption of the Job Corps, and I think it's naïve.

This erroneous assumption, I think comes straight from Washington—from the Office of Economic Opportunity—and I challenge it.

The idea is that if you take people away from their basic patterns of social association, then they will take on the patterns of a different group, and thus modify their behavior.

But there isn't a differential association going on in a Job Corps camp. They're put right back, in a group, into the cultural style that they left, only under authoritarian traditions.

You see, once you get as many as 1,500 men together, you have to move them about in blocks, and they have to experience things through a more or less monolithic-type program that produces a kind of situation that is referred to in sociological literature as "total institution." This kind of situation really diminishes the capacity of people to participate in a free society, instead of increasing it.

Q. Do you think more money is needed for the Job Corps?

A. Well, I don't know. It seems to me that, if we really want to do the job, if we really want to train these kids in certain kinds of job skills, upgrade them academically so they can pursue a lifelong career in some occupation and not just find a job and lose it because they lack the basic academic skills, then we will have to have the kind of plants we have for our university students and our preparatory schools.

It seems to me that the Job Corps people have a lot of money, and they have some very good plants.

What I object to is a kind of demeaning attitude toward the poor that breaks through and is reflected in these programs. This is what the real issue is about.

If they regarded these youngsters as we regard our middle-class college students, we wouldn't need barbed-wire fences, and the Job Corps wouldn't be so troubled over dropouts.

Q. What do you think of the present system of contracting with private industry to manage the Job Corps camps?

A. I take a very dim view of it. The only thing these private industries have to offer is a system. They don't have the competent people needed to run the programs. They go out and try to buy them, and I don't see any sense in it.

Maybe they are the only ones with the logistical knowhow to get the barracks in shape and to get the heating plant going, and to get the dining facilities up. But the really crucial thing is the program, and I don't see that they have a viable program.

Q. Are you suggesting that the Government itself should run the camps, or that academic people should run them?

A. No, I don't think academic people are better fitted. I think the academic people should be used to design the programs and see that they are carried out. But so far as the running of large camps is concerned—who knows how to do this but the Army? So, you see, I really question the basic concept of large Job Corps camps.

Q. The Job Corps appears to be lagging considerably in its recruiting. At one time it was planned to have about 40,000 in the Corps by the end of 1965, but the total apparently has not yet reached half that number. What is the reason for this?

A. There are three factors operating here: One is that the initial screening isn't working out satisfactory—a screening system in which employment agencies are paid sums of money for screening the boys. A second is that the camps themselves haven't been prepared to accept the large influx of youngsters. And third, quite a few are eliminated during the first two weeks.

I think in one Job Corps center—a large one—about 1 out of 3 drops out in the first two weeks for one reason or another.

Q. What can be done about the dropout problem?

A. It would appear to me that there should be more adequate preparation and a greater sense of continuity from the time of recruitment to the time of arrival in a camp.

I don't think they should take kids who have had no work experience, who have had only a negative experience in the school situation, and send them directly from their communities into the Job Corps without an intermediate experience.

Now, if the Job Corps is going to work, it seems to me that there has to be very careful preparation before the youngster ever leaves the community—an experience in several types of work so that he has some sense of going to a place to learn to do something specific, rather than just having a general sense of being recruited and trying to escape from the particular conditions of his life.

I think with this kind of continuity and careful planning from the beginning all the way through, and by providing the youngster, when he does arrive, with a contract to fulfill what his occupational choice is, you might experience fewer dropouts.

Q. When you say "contract," do you refer to some kind of binding contract that would keep a youth in the Corps for a certain length of time, in return for certain training?

A. No, I don't mean that. I think a contract should be entered into between the corpsman and the camp which clearly sets forth what the camp expects of him: namely, that he learn a marketable job skill, and just what the conditions of this new learning are.

WHY BOYS LOSE INTEREST

Q. Do these boys attend class regularly and in good numbers once they get into the Job Corps?

A. Once they discover that they are facing the same old academic approach, the absenteeism goes quite high. While I don't have all the Job Corps attendance figures, those figures that I've seen show absenteeism averaging up to 60 per cent. I think it is better in the vocational area. The gadgetry there tends to hold their interest longer.

Q. Do you favor the present setup of classes—half academic and half vocational?

A. Actually, I think the Job Corps has diluted its academic teaching in favor of teaching social attitudes and social skills. I have been critical of this.

I think it should emphasize such things as upgrading reading skills and computational skills at the expense of so-called "social" learning which, I believe, tends to alienate the youngster even more, if it runs counter to his own particular value system.

ADVISERS ASSAIL KILMER JOB CAMP—"FLAGRANT DEFICIENCIES" CITED BY RUTGERS STUDY—STAFF IS TERMED AUTHORITARIAN (By Joseph A. Loftus)

WASHINGTON, November 16.—Camp Kilmer, the Job Corps's Eastern showcase, has "flagrant deficiencies," in the opinion of a group of university consultants on the project.

These consultants, most of whom are professionals in education and social work on the Rutgers faculty, have collaborated on a report that makes the following findings on the Edison, N.J., training center:

Authoritarian, paramilitary methods used by the administrative staff to achieve behavior control, preoccupation with a "good front," little learning, high absenteeism, crowding, physical violence and inadequate recreation facilities.

The report also found a tendency to view corpsmen as culprits and degrade them in their own estimation, disproportionate concern with punitive measures, a failure to understand the nature and "life styles" of a poverty culture, secrecy, surveillance and frustrated, angry teachers and group leaders.

"At Kilmer," the report said, "it appears that a kind of middle-class colonialism is occurring with the corpsmen subjected to the value system of the Kilmer staff."

Camp Kilmer is operated for the Office of Economic Opportunity by the Federal Electric Company, a subsidiary of International Telephone and Telegraph, to prepare poor youths, most of them school dropouts, for jobs.

Rutgers University has a subcontract to advise Federal Electric on the curriculum and teaching methods.

Federal Electric hires the administrative staff, the teachers, and the group and section leaders. The company is free to accept or reject the advice of the Rutgers consultants. It has adopted little of that advice, in the consultants' opinion.

At Paramus, N.J., a Federal Electric spokesman commented: "It's an internal communication. Rather than a report, it's a series of talking points to be discussed by the prime contractor and the subcontractor."

The consultants' report was dated Sept. 30 and was given to Federal Electric and to Rutgers officials about that time. Formally, the report covers a six-month period ended July 30, but an addendum updates it to Oct. 8.

The report had been treated as a secret by all concerned in New Jersey and Washington until a copy was made available to The New York Times.

The following, styling themselves the Rutgers Advisory Committee were said to have collaborated in writing the report:

William Bingham, a lecturer in the School of Education, Assistant Professor Philip Edgecomb, Professor Ed Fry, Professor Maurie Hillson, Edmund Jenusaitis, an administrator, Associate Professor Marjorie Murphy, Professor Francis Purcell, and Eleanor Ross, a graduate student in social work.

Publication of the report brings into the open an underlying conflict over the merits of residential training centers and who is best qualified to operate them.

Federal Electric has been credited by the top-most officials of the antipoverty program with operating one of the most effective Job Corps centers. Kilmer is the center that Sargent Shriver, the director, exhibits to visitors.

The Rutgers consultants credit the company with effective public relations control but little else that is positive.

The contract between Federal Electric and Rutgers provides that "no news release, public announcement, denial or confirmation of same or any part of the subject matter of this subcontract or any phase of any program or task hereunder shall be made without the prior written approval of F.E.C. contracts administration."

The Rutgers groups report made many recommendations for improvement, but took a gloomy view of Kilmer's future under a profit-motivated corporation in the present setting.

"The placement of 2,500 [about 1,500 so far] low-income, school dropout youths in an abandoned Army post, in a program designed and administered by private industry is at best a chancey proposition," their report said.

"The success of such a program if success is a possibility, depends upon the commitments to the youths served," it said, "on willingness to expend substantial resources, on application of advanced technology in education and related fields of human relations, and on appropriate subordination of organizational values and beliefs in deference to human considerations which affect the experience of the corpsman."

"Recently it seems that social control over the behavior of the corpsmen has become the definition of success of the original goal to provide the corpsmen with marketable job skills is no longer the foremost consideration."

Another paragraph came close to condemning the whole concept of the residential approach used by the Job Corps. It said:

"It should never be taught that removing youths from their homes and communities is other than a stop-gap solution to youth employment problems. Indeed, such act may be socially debilitating, and produce extremely undesirable results. The following recommendations might overcome some of the flagrant deficiencies cited in this report."

Some of these recommendations were:

Appointment of "at least one central administrator who is qualified by top-flight training and experience in education, youth work or a related field of welfare."

The "autocratic-authoritarian type of administration should yield to a type of approach which would serve as a model for future democratic living by corpsmen."

The physical plant should be "enormously upgraded."

The "monolithic program" currently in effect should be replaced by one which is individually tailored for each corpsman.

The report also argued that vocational training be buttressed by on-the-job training. "Training courses should be instituted to prepare youths for leadership in their home communities and to participate in community action programs," it said.

[From the New York Times, July 6, 1966]
SIX FLORIDA JOB CORPS GIRLS ARE OUSTED FOR DRINKING

ST. PETERSBURG, FLA., July 5.—The assistant director of the controversial Women's Job Corps center here disclosed today that six girls had been dismissed from the program for being drunk.

Betty Gardiner said the girls had returned to the center from Saturday night dates "highly intoxicated." She declined to identify them, but said they were "chronic misbehaviors."

The center, which opened in April has been criticized recently for alleged immorality, disturbing the serenity of the area with loud noise, rock 'n' roll and boy friends.

The dismissals bring to 37 the total number of trainees who have been dismissed or voluntarily left the federally sponsored program, which is designed to give the girls the education and training needed to become self-supporting.

[From the New York Times, May 6, 1966]
SHIFT BY JOB CORPS AT ST. PETERSBURG STIRS NEW DISPUTE

ST. PETERSBURG, FLA., May 5.—The women's Job Corps program in the resort and retirement city is embroiled in a new controversy—whether it should be allowed to move its center to a hotel on the downtown Tampa Bay waterfront.

Mayor Herman Goldner said that relocating the 14-month-old center "would at least jeopardize and possibly kill" the city's \$45 million waterfront redevelopment program.

The relocation proposal was announced in Washington yesterday by Dr. Franklyn A. Johnson, national director of the Job Corps. Today the City Council authorized City Manager Lynn Andrews to "take any and all legal steps necessary" to prevent the relocation.

The center is now in the Huntington, a former resort hotel in a quiet, residential neighborhood near the city's downtown area.

Since it was opened, the center has been a hub of controversy. City officials contend that the Job Corps promised to keep the ratio of Negro to white women at 1 to 15, but that 75 per cent of the center's 247 girls are Negroes.

Residents of the neighborhood contended that the girls and their boyfriends made love underneath the hotel's palm trees and disturbed the residential quiet in speeding automobiles.

There had been a number of drinking incidents, but none recently.

Dr. Johnson announced that the center would be moved to the Soreno Hotel, a 269-room hotel that was opened Jan. 1, 1924, as St. Petersburg's first multimillion dollar luxury resort hotel.

WASHINGTON, May 5.—An amendment that would place at least 10,000 women in the Job Corps by July 1, 1967, was adopted today by the House Education and Labor Committee.

[From National Review, Oct. 19, 1965]

IT'S WHAT'S HAPPENING, BABY

(NOTE.—What's it like to work in a Job Corps camp? The author, a former camp official, gives a graphic picture of the problems, most of which boil down to poor discipline.)

"Spoil these boys—they have never been spoiled before."

That was the statement of the director of orientation to a group of newly-hired "resident advisers" (RAs) at the Camp Atterbury Job Corps Center near Columbus, Indiana this July. I was one of six men taken on that month to help deal with several hundred youthful "corpsmen" gathered from across the nation to participate in the Johnson Administration's "war on poverty." The director's words summed up, all too exactly, the prevailing view at Atterbury.

For a month after this session, I was involved in one of the strangest episodes in the history of American welfarism. At the beginning of this period, Camp Atterbury had about 450 enrollees and more than 450 employees. Out of this total, fewer than 70 employees worked directly with the corpsmen—meaning upwards of 380 people were engaged in "administering" a program being carried out by fewer than 70.

The job of the resident adviser, living in the barracks with more than 100 corpsmen, was hard enough under the circumstances. But it was rendered almost impossible by the "spoil them" policy instituted by the men at the top. Discipline at the center, containing hundreds of boys who had dropped out of school and scores who had been in some kind of trouble, was almost nonexistent. The results were exactly what might have been expected.

SODOMY COUNT DISMISSED

The public got its first inkling of what was going on at the Atterbury encampment when seven of the corpsmen were arrested for committing sodomy against a fellow enrollee. Incredibly enough, the charges on this count were dismissed; five of the boys were returned to their homes and two others were allowed to re-enter the program at Atterbury. The director of counseling explained away the incident as attributable to "challenged manhood," and described the boys as the kind "we should be trying to reach in the program—aggressive, hostile but savable."

While this was the most sensational episode, it was far from being the only one. Thievery was rampant and corpsmen did not dare leave anything of value unguarded. Many of the more law-abiding corpsmen were in constant fear for their personal safety. Bullies and gangs were well-organized, and fights were a normal everyday occurrence. Firecrackers were exploded in the barracks causing fear among staff members that corpsmen might be seriously injured.

H. C. Brown, a reporter for the Indianapolis News, summarized some of the difficulties as follows: "Gangs were organized. Fights between corpsmen, although lacking racial overtones, were frequent. Smaller, weaker corpsmen became the targets of ruffians who operated protection rackets. Nonmembers were required to pay a dollar a month for protection or face gruesome penalties. One report said corpsmen who couldn't pay pro-

tection were either beaten or sexually assaulted. The assaults sometimes took the form of gang rapes."

All of this was well known to everyone at Atterbury. Top-level officials, however, attempted to hush up such incidents or to pass off those which filtered out to the public as isolated matters. When local newspapers reported some of these episodes, a national Job Corps official blamed Atterbury's bad "image" on the "hostility" of Indiana citizens, saying the misbehavior of corpsmen was traceable to their feeling of "rejection" when they visited surrounding communities.

I can testify from personal experience that this was simply a feeble attempt to pass the buck. The Job Corps had assembled a mixed group of youngsters, some of whom wanted to be helped, some incorrigibles terrorizing the others and causing trouble outside the center. All of these boys were mixed together without adequate planning, without arrangements for full and effective supervision, and, most important, without any realistic measures to enforce discipline.

VOCATIONAL COURSES INEFFECTIVE

The boys came, typically, from impoverished backgrounds. Many of them had little or no effective schooling of any sort, although they were supposed to be equipped with basic elementary school education sufficient to get them through a high-school equivalence test. Ranging in age from sixteen to twenty-one (some were in fact twenty-two), they were scheduled to receive training in five areas of vocational guidance: heating and air conditioning, food services, electrical repair, building maintenance, and auto mechanics. Unfortunately, none of the vocational courses was set up to operate effectively while I was there.

The corpsmen divided by and large into two groups: Negroes from large metropolitan areas, principally Chicago, Detroit and Cleveland, and some Negro youngsters from the Deep South; and young white farm hands from the border states. The two groups did not mix well, to put it mildly, and several altercations at the camp broke out along these lines of division—for example, a dispute over whether a barracks should listen to rock'n'roll or hillbilly music. Among my charges was one young man who had been a pimp in Youngstown, Ohio, and who wanted job training as a front for his activities; another who was on probation for assault and battery and chose the Job Corps over going to jail; and yet another who had quit a low-paying job because he preferred the presumably easier life at the Job Corps.

Many of the corpsmen were brought to Atterbury by "bounty-hunters"—recruiters paid eighty dollars a head to round up enrollees for the program. To swell their take-home pay, these recruiters would tell prospective corpsmen fantastic stories of a Big Rock Candy Mountain life at Atterbury, in which they would live in comfort while being trained to operate IBM computers and other advanced equipment. As noted, no such training was available. In an effort to conform to Sargent Shriver's edict to "have 10,000 boys in bed by May 1," enrollees had been recruited haphazardly, so that most of them simply sat around waiting for something to do. This created an atmosphere of restlessness which contributed to the disciplinary problem.

As a result of fear, boredom and general discontent, boys left the center in droves. As of April 28, there were 633 boys at Atterbury; at the end of August, there were around 345. Boys went AWOL (a euphemism there for leaving altogether) by the dozens almost every night, a sure sign the place was in virtual chaos. Yet if these runaways could be found and brought back, no penalties were imposed. This meant that the granting or withholding of passes, which

might have been an effective disciplinary tool, was meaningless, since the boys could in fact come and go as they pleased.

Despite all this, documented not only by personal observation but by numerous reports in Indiana newspapers, Job Corps officials persisted in denying there was any serious disciplinary problem at Atterbury. The coddling of troublemakers went on as before. The only change was a concerted effort to improve the Atterbury "image" by taking newsmen on guided tours of the center and having them interview some of the better boys. Center Director James Bryner sent out one directive urging publicity for a boy who had "earned" a week-end pass as a suggested counterweight to stories about the sodomy case. For some reason, local newspapers did not consider the two events equally newsworthy.

That discipline problems were serious and continuing can be judged quite easily by reading the various directives sent out by Bryner and other officials, a fat sheaf of which I have in my possession. One directive, for example, forbids shaving with straight razors, a favorite weapon of some of the corpsmen during intramural disagreements. Another directive notes that women employed at the Center should not move from place to place without an escort. As for the over-all standards of discipline, one communiqué from Dr. Bryner rejoiced that at one point only 20 per cent of the enrollees were failing to go to class sessions and other scheduled activities, although all of these things are supposed to be mandatory.

PERMISSIVENESS THE PROBLEM

When the newspaper publicity got bad enough, the top officials tried to clean things up by shipping the worst of the troublemakers to other centers—laterally the problem to someone else rather than attempting to solve it. At no point did they admit their own "permissive" policies were at the root of the problem—a fact which any resident adviser could have made clear to them if they had cared to ask.

There were one hundred and twenty boys in my barracks, most of whom could contribute to society with proper training, some of whom were simply troublemakers. Having previously served as a teacher, probation officer and a counselor of young people, I felt the best way to deal with these boys was to show them I meant to be fair, but would accept no nonsense. If someone got out of line, he could expect to be dealt with accordingly. Those who behaved as decent citizens would be treated fairly.

Unfortunately, this proposition could be conveyed to the boys only as a broad, general hint, since the advisers had almost no sanctions to back them up. If an adviser found a corpsman engaged in illicit activity, there was nothing he could do about it except the following (verbatim quotes from our written instructions): "Courteously but firmly direct the corpsman's attention to the deviant behavior and suggest remedial action; if the corpsman fails to act upon constructive suggestion, request ID card of the corpsman; write a brief report of the incident and forward same to the guidance director; if the corpsman refuses to surrender ID card for the purpose of identification for the incident report, attempt to secure identification from bystanders."

It takes no hardened leader of men to see this procedure is a poor remedy for acts of mayhem and vandalism. As a result, precisely such acts occurred repeatedly. As top officials turned down a request by a committee of resident advisers for a set of graduated penalties for designated offenses. Small wonder local law enforcement officers charged the Job Corps Center was "a monster" which officials couldn't control. One boy, who finally left the center in despair, told me his life at Atterbury was "a man-made hell."

Despite the official "spoil 'em" policy, some of the advisers, refusing to be intimidated, were able to keep a semblance of order. But when the heat got too intense for the officials up top, it was precisely these advisers, myself among them, who were picked out as scapegoats. Along with eight other advisers, I found myself discharged without notice, without prior complaint and without specified cause a month after I had been hired. The reason, according to Center Director Bryner, was that the nine of us were either "too permissive" or "too rigid" in our dealings with the boys and therefore unable to maintain discipline. In issuing this statement, Bryner said discipline was being enforced, that boys who got out of line could be threatened with discharge from the Corps.

That assertion was completely false. I have in my possession a communiqué from Job Corps headquarters in Washington initiated by Bryner himself shortly before this dispute broke out, which says: "No dismissals from Job Corps can be made by centers without getting prior approval from Job Corps headquarters. . . . *Under no circumstances, explicit or implicit, should a resignation be asked for or the opportunity to resign offered.*" (Emphasis in original.) After this issue was ventilated in the Indiana press, Bryner acknowledged to two visiting congressmen that corpsmen could not, in fact, be dismissed from the program.

Resident advisers and counselors were powerless to enforce discipline because the reigning policy in Job Corps headquarters in Washington was in favor of "permissiveness." Apparently Sargent Shriver and his fellow fighters believed the way to deal with case-hardened young toughs is to "understand" them and identify with them. The result was catastrophe.

As for the merits of the charges against myself and the other advisers, I can only note that, however good or bad the job I did, it could hardly have been responsible for Atterbury's troubles, which existed long before I got there and continued after I departed. And although I had my full share of problems I believe I was able to get through to some of the boys. The *Indianapolis News* reported shortly after my dismissal that the boys in barracks were conducting a petition drive to have me and the other resident advisers brought back to Atterbury.

STRICTNESS PENALIZED

The *News* also interviewed other of the discharged RAs, whose observations were similar to my own. Ed Smallwood, a former Little All-American basketball player from Evansville College, said: "There was no threat we could use or anything we could do, except pass information to higher authorities." The *News* said Smallwood believes he was discharged because he tried to be strict with the corpsmen. Bill Woods, of Indianapolis, another RA fired by Bryner, said: "Bryner is seldom around. He doesn't know the problems faced by the RAs." Still another RA is quoted, in another story, as saying: "We can't even make a corpsman cut grass or assign him to washing pots and pans for misbehavior. These kids do exactly what they want to do, and nothing more."

The key difficulty was, and is, on the evidence of news stories still emanating from the Job Corps (for example, a riot at a raceway in Indianapolis involving 25 corpsmen), lack of discipline. The disciplinary steps suggested by the committee of advisers still provide the nucleus for necessary reforms. Some useful suggestions include: give advisers authority to threaten corpsmen with denial of passes and with discharge from the program if necessary; allow the corpsmen to do necessary work in the maintenance of the Center; set up a security force with real authority to crack down on such things as illegal use of alcohol; and allow resident advisers to discipline corpsmen by

giving them K.P. and other such assignments for lesser offenses.

The problems at Atterbury are just what should have been anticipated from the official effort to smother tough youngsters with loving kindness, and to prevent those in direct contact with them from taking normal disciplinary measures. Many of the kids in the Job Corps are worthy of help; but as long as Liberal ideology takes precedence over fact, Sargent Shriver's program will not be able to provide them with it.

[From the Washington (D.C.) Post,
June 13, 1965]

JOB CORPS CENTER AT CATOCTIN PLAGUED BY A 30-PERCENT DROPOUT

(By Jean R. Halley)

Like many schools, the Job Corps Center at Catoctin Mountain Park in Maryland has been having its dropout problems.

Since it began last January, more than 30 per cent of the youths accepted there under a program of education and job training have headed in other directions.

Some quickly learned enough to be accepted by the armed services. Some were spurred into returning to school. A few transferred to urban Job Corps Centers as such centers were established.

Those accepted elsewhere accounted for 12 of the 162 youths 16 to 21 who enrolled originally and are considered to have "graduated" from Catoctin.

But another 50 dropped by the wayside after they found work and rules difficult to abide by.

"They were boys who just couldn't fit into group living," according to Al Maxey, director of the Center.

He acknowledged that the 30 per cent dropout figure did not look good compared with an average of 18 percent for other centers.

"I guess we'll always be saddled with that, but we were the first Center to get started and the other camps learned a lot from our lessons," he said.

One of Catoctin's major difficulties, Maxey said, was that it did not have time enough to train its staff before the first group of volunteer youths appeared at the Center. It is near Camp David, a mountain retreat for Presidents first used by Franklin D. Roosevelt, and was once the site of a Civilian Conservation Corps camp.

Because the staff was undertrained and pressed for time, it was unable to give some of the youths enough counseling, Maxey said.

The operation at the Center has been improving and the trend toward dropouts has been declining, he said.

The camp continues to receive additional youths in small groups. Some leave shortly after they arrive, but most of them stay.

A few who have taken off have not gone far before telephoning the Center and asking for transportation back, Maxey said. As a result, the Job Corps now will provide that transportation but will deduct the cost from the \$50 a month credited to the youth's account and payable when he finishes his camp work.

A JOB CORPS CENTER LOSES 40 PERCENT OF BOYS

(By Joseph A. Loftus)

WASHINGTON, June 11.—The Job Corps center at nearby Catoctin, Md., has lost more than 40 per cent of its enrollment.

Officials of the Office of Economic Opportunity said that Catoctin, an early starter in the program, had moved too fast too soon but that things had now settled down.

Because it was an early starter, and because it is close to Camp David, Md., a Presidential retreat, Catoctin has received national attention. President Johnson made an inspection visit there a few months ago.

Catoctin enrolled 162 boys 16 to 21 years old, largely high school dropouts who were virtually unemployable because they lacked education and job skills. For various reasons, including low education standards they were not acceptable to the armed services.

The purpose of the Job Corps is to give such youngsters a new chance to help themselves.

Twelve of the 162 left for such reasons as acceptance by the armed services, transfer to an urban center, return to high school or gainful employment.

Fifty others quit or were washed out for bad conduct or other reasons since the camp opened in January.

Some youths walked off the reservation and changed their minds after traveling a few hundred miles. They telephoned the camp and asked for transportation back.

This problem has led the Job Corps to adopt a policy of providing return transportation and deducting the cost from the \$50 monthly allowance that corpsmen receive on "graduation."

Some boys leave because they are homesick.

"Maybe home isn't much as we know it, but it's home," one corps official said.

STAFF TERMED INADEQUATE

The Catoctin rate of departure because of failure or a desire to leave was about 30 per cent. This compared with a rate of about 18 per cent for the Job Corps as a whole.

Catoctin was used to train Job Corps staff members, but the center's own staff, because it had to get ready for the first 30 volunteers, did not have time to undergo the training. Al Maxey, director at Catoctin, said that one reason for the high dropout rate was an inadequate and untrained staff in the early days.

Another problem, he said, was the misconceptions held by the early corpsmen. Some said they had not known they would have to work or that there would be rules. Now the screening is better, Mr. Maxey said.

He used to get calls from the sheriff telling him, "Some of your boys are down here."

"I feel we're over the hill now as far as the people in nearby communities are concerned," Mr. Maxey said.

A LACK OF COUNSELING

Mr. Maxey also said that some early dropouts might have been saved "if they had just two more hours of counseling, but the counselor was so busy with other things that he just didn't have time to give those two hours."

"Now we have more time for counseling," he said.

Occasionally a boy arrived carrying a pistol or a knife, but there have been no fights with such weapons, or even a serious fist fight, the Catoctin director said.

"I'd a lot rather take a group of my boys some place than a group of college boys" said Mr. Maxey, a former college professor.

Chris Weeks, deputy director of the Job Corps, said, "A lot of the problems at Catoctin were problems of the Job Corps. We had a lot to learn. There were many things we had to work out, even such things as how the volunteers got their pay. Some volunteers at Catoctin didn't get paid for two months."

Corpsmen get \$30 a month, paid currently, and \$50 a month payable when they finish their camp work.

[From the Washington (D.C.) Post, Feb. 8, 1966]

VISTA CRITICS OF VIET POLICY FACE FIRING (By Gerald Grant)

Four VISTA volunteers were threatened with loss of their jobs after they wrote to the White House saying they were planning a march here to protest the Vietnam war.

The young recruits in the Federal anti-poverty program were summoned to Wash-

ington last week when the Office of Economic Opportunity learned they were sponsoring the march under the VISTA banner.

A spokesman for OEO said yesterday that the volunteers were told that they could espouse any cause they wished as private individuals but they could not identify VISTA with controversial viewpoints.

They were told they would be asked to resign or could be fired if they did not do so, added the spokesman, James F. Kelleher, deputy director of public affairs.

The volunteers, who work in New York in a Harlem housing program, were also warned that they could not use their apartment as a headquarters for their protest activities.

The apartment, which is rented by two of the volunteers out of a monthly allowance provided by VISTA, is paid for with Federal funds and is identified with the program, Kelleher declared.

He said it was not an ordinary apartment but was a kind of outpost from which the volunteers worked in the community.

VISTA (Volunteers in Service to America) is a kind of domestic Peace Corps, furnishing volunteers to a variety of social and welfare programs.

The volunteers—John A. Kirkley, 21, Robert D. Mitchell, 21, Richard L. Adler, 20, and Larry Cripe, 22—agreed to drop the VISTA name from their efforts.

But they were not convinced that they should refuse to use their apartments for their outside activities. In a telephone interview yesterday, Kirkley said they might see a lawyer about that point.

However, they changed the name of their Washington march from "VISTAs for Peace" to "Poverty Workers for Peace."

[From the Washington (D.C.) Evening Star, Feb. 7, 1966]

FOUR IN VISTA WARNED ON USE OF AGENCY NAME IN PROTESTS

(By Robert Walters)

Four young VISTA volunteers who wrote to the White House protesting U.S. policy in Viet Nam say they were summoned to Washington and threatened with dismissal from the federal antipoverty program.

A spokesman for the Office of Economic Opportunity said the four were told last week that they were "entitled to propound any point of view they wished, as individual citizens."

However, the spokesman said, the volunteers' letter to the White House included announcement of a planned Washington protest march to be organized by "VISTAs for Peace."

The four were told they would be asked to resign or would be fired if they continued to refer to their VISTA affiliation in public protests of U.S. foreign policy, the OEO spokesman added.

VISTA (Volunteers in Service to America) is the domestic version of the Peace Corps. Volunteers receive a living allowance and a small monthly salary for one year of service in a local antipoverty program.

The four volunteers work in New York City. They said they wrote a letter to the White House about a week ago, asking for a cease-fire by U.S. troops in Viet Nam and an end to bombing raids on North Viet Nam.

Last Tuesday all four received telegrams from OEO ordering them to report to OEO headquarters here on Wednesday, they said.

In Washington, they were questioned by five VISTA officials, including Dr. Daniel Thursz, associate director in charge of program development and field operations.

The volunteers were specifically criticized for identifying themselves as VISTA workers in their letter to the White House, and were told that any future public statements on controversial issues must omit any identification with the federal agency.

The four said they also were told that they could no longer use as headquarters for their

end-the-war activities a Manhattan apartment rented by two of the volunteers.

OEO officials said the apartment was being rented with the aid of federal money—the monthly salary—and thus could not be used for such political activities, the volunteers reported.

The volunteers said they were warned not to engage in political activity during the time they were fulfilling their obligation to the federal agency and were told that letters to newspapers and other public statements on Viet Nam should contain no identification of their employer.

They further were told that no public statements were to be issued concerning the dispute, the VISTA workers said.

The four were identified as Richard Adler, Robert Mitchell, John Kirkley and Larry Cripe. They are among about 80 VISTA volunteers working in New York City.

"Most of us have participated in marches as private citizens. We wanted to bring it (the Viet Nam debate) closer to the poverty program," said one of the four, who asked not to be identified.

He said the OEO restrictions "begin to infringe on our constitutional right to free speech."

An OEO official said limitation of the volunteers' right to free speech was "the farthest thing from our minds." The decision to forbid identification with the poverty program was made because OEO could not allow "any small group of volunteers acting as a spokesman for all VISTAs in any matter."

The four volunteers said that before the confrontation with the OEO officials they had planned a Feb. 12 march in Washington, from the Lincoln Memorial to the White House, to protest the Viet Nam war.

They had planned to organize the march under the name, "VISTAs for Peace," but have now changed it to "Poverty Workers for Peace" and have rescheduled the march for Feb. 26.

[From the New Republic, Mar. 19, 1966]

VISTA, ON A CLOUDY DAY

(By Andrew Kopking)

Some of the loveliest posts in the War on Poverty are manned by VISTA volunteers, an improbable army of adolescents and grandparents and various gradations in between. At last count, there were 1,922 VISTAs (Volunteers in Service to America), scattered along the "front line" of the anti-poverty campaign from Eskimo villages in Alaska to migrant workers' camps in Florida, in mental hospitals and Job Corps centers and the depths of urban ghettos.

VISTA is not the biggest gun at the Office of Economic Opportunity; compared with the community action program, for instance, it is of rather small bore. But the idea of sending forth poverty fighters in crusading wave after wave from Washington has a special appeal for those who seek to attack the institutions which permit and encourage poverty. The question that many of them are beginning to ask is whether they will be allowed either targets or victories.

"When I started out I felt like a knight in shining armor. I was going to lead the people out of poverty and into the Great Society," one young California volunteer said. He came to VISTA last summer; now his sights are somewhat lower. And despite some advance warning to that effect during a short training period volunteers are largely ill-prepared for what happens to them.

Their problem, and VISTA's, is largely one of definition. It is almost impossible to describe what VISTA is or what the volunteers are supposed to be doing on a national scale. That is not necessarily a killing disability, but it does lead to frustration. "In any war there are lots of needs," said Daniel Thursz, who is a new VISTA associate director, and a sort of official theoretician. "We're not true believers. There is not one way to fight

poverty." In fact the concept of a national service corps, or a "domestic Peace Corps" did not have its origins in the poverty war at all. It was part of the Kennedy Administration's plan to infuse America—particularly young America—with a new zeitgeist, to "get the country moving again." But politics took precedence over spirit; the concept was picked dry and buried in 1963 by Iowa's fierce Republican watchdog, Rep. H. R. Gross, and dug up in the last week of polishing the Economic Opportunity Act in 1964. Title VI of the Act said there would be a VISTA, and the bureaucrats sat around for months thinking up things for it to do.

What they came up with, after rather long delays, was a fine plan for recruiting, training, supplying, paying and supervising great numbers of idealistic volunteers—for the use of others. All volunteers are assigned to local agencies: city administrative agencies, community action boards, hospitals, Indian tribal councils, Job Corps camps, preschools, welfare departments, settlement houses, neighborhood organizations, courts of law and a lot more categories. There are now 215 local and private agencies with VISTA; there will be 350 such projects soon. Volunteers get "subsistence" wages and a small allowance, but the program is more expensive than it sounds; it is calculated that volunteers get about \$4,200 a year in pay, goods, services and benefits. For the most part, they are young, although there are jobs for the very old, too.

There is no lack of demand for volunteers, but there is a problem of finding the best agencies to which they will attach themselves. VISTA officials constantly fight the "numbers game"—the pressure to put a great many people into as many programs as possible in the shortest amount of time. But in the absence of a VISTA strategy for attacking poverty, it is impossible to tell what the proper projects are. Is the idea of VISTA to help the poor gain power in their communities? Is it to provide services for poor people? Is it to motivate the poor to help themselves? Or is it, at bottom, a way to expose middle-class volunteers to poverty, in hopes that they will then be more socially useful citizens?

As it is now, volunteers do a lot of "good work" without knowing how it is all contributing to changing the conditions which cause poverty. It is hard for officials to assign priorities: no one is sure whether it is better to put 20 volunteers to work organizing rent strikes in Harlem or assign them to the New York City housing board to inspect slum conditions. The method of assigning volunteers to local agencies smoothes political and administrative lines, but might the impact be greater if the attacks were concentrated on one or two problems (those of migrant workers or Indians, for instance), or in narrower geographic confines? Some volunteers think that VISTA should have its own projects—run independently of local groups so as to avoid politics.

But as a government agency, VISTA is circumscribed. Officials have to live with the veto power Congress gave to state governors over VISTA projects. There have to be local sponsoring agencies and they must be placated. Already, VISTA has been snarled in political hassles. Thirty-eight volunteers in Newark were dismissed by the city administration which had hired them; presumably, they were "getting in the way." Six of the youths wanted to stay in a Newark slum and work with a "community union" helping Negroes to organize an activist group. VISTA gritted its teeth and for a time considered the possibility of accepting the union, which was founded by members of the Students for a Democratic Society, as a sponsoring agency. Finally, however, "technical omissions" were found in the group's application form, and it was denied (four of the volunteers quit VISTA, two were ban-

ished to other cities). Privately, officials said it would be "highly unlikely" that volunteers could ever work with such social action groups because of their tendency to support "political candidates." "VISTA is not interested in political change," said Glenn Ferguson, the VISTA director. Instead, it encourages a kind of "cultural change."

But the presence of volunteers nearly always has a political effect, even if the reasons for their assignments are nonpolitical. The 38 volunteers in Newark were quite clearly political instruments. So were a group of VISTAs in southern New Jersey, who complained that their programs were being ignored because of an election campaign. Many volunteers work for community action boards, which in every city in the country are enmeshed with local politics. In the biggest cities—Chicago and New York, for example—the politics of antipoverty agencies are big-time and reach as high as the White House.

In its first year of operation, VISTA has had its muddles and mistakes, and critics are perhaps too quick to point to them as evidence of the failure of the idea. Many volunteers are wasted, by any test of value; one girl wound up acting as an interior decorator for a settlement house director, another volunteer turned out to be a glorified chauffeur for his agency chief. Many more are involved in busy work, and some in not very much work at all.

More serious is the deficiency of their training and supervision. The VISTA program is primarily a one-year stint (volunteers can reenlist if they want). Training is for six weeks, but by everyone's standards it is inadequate. But how can it be otherwise? Training for what? The difficulties of preparing middle-class volunteers to work with the poor in a constructive way are enormous. And once on the job, the volunteers rarely get the kind of help they need from their sponsors—many of whom are part of the old system of welfare and settlement-house work which the new volunteers would like to change. Now VISTA is beginning to hold regular volunteer conferences, so that the workers may be able to make some sense of their experiences.

By the end of June there will be 3,000 volunteers. A year later, there will be 4,500. No doubt the number will grow thereafter, and the presence of all those people in poverty pockets around the country is bound to make some difference. In the most primitive areas—among the Eskimos, or in isolated rural communities—the volunteers are providing services and a contact with the rest of the world that no one else has done. It is not a question of "extra staff for understaffed social agencies" as it may be in some large urban settings. In the places where young VISTAs work with the young poor—in a semi-recreational way—there are immediate benefits; dropouts are dropped back into a more constructive life. For the elderly poor, or the mentally ill or retarded, and to a large extent the rural poor, no amount of "community action" can make a difference in their lives; they need the kind of simple, individual attention that VISTAs, and very few others, are willing to provide.

At such levels the expense and the bureaucracy of VISTA are justified. But it is "overselling" VISTA (as one of the early task-force members recently said) to claim that it is a major contribution to ending poverty in the United States. The poor need money, jobs and power on a large scale; all three require equally large-scale shifts in the political and economic relationships of the poor and the rest of society. The built-in restraints on VISTA's activities will make it difficult for the volunteers to work for very much more than incremental changes and benefits for the poor.

The unique role of VISTA, increasingly,

will be not so much what it will do for the poor as what it will teach others—the volunteers and the Washington officials—about poverty. The antipoverty war is first of all a process of learning. It was only a few years ago that most Americans began to wonder what was going on in their own cities among the "invisible" underclass of the poor. The best way to find out how the poor got that way, and what it might take to change their lives, is to work with them, as the volunteers do.

"Most of us didn't know what we were getting into," a VISTA girl from a small town in the Midwest said a few weeks ago. "The first thing that happened was that we found out how bad life can be. I guess that's the first step. I hope in a year we can find out what the second one is."

[From the Washington (D.C.) Post, Sept. 21, 1965]

JOB CORPSMEN ACCUSED OF RAPE

FLAGSTAFF, ARIZ., September 20.—Four young men from a Job Corps forestry camp were charged here today with the rape of a 17-year-old Indian girl.

Flagstaff police arrested the four, one of them a juvenile, on Saturday night after the girl complained she had been taken aboard a Job Corps bus, given whisky, then taken to a dark alley and assaulted.

Three of the youths were identified as Jacob L. Caine, 19, of Jacksonville, Fla.; James A. Ford, 19, of 130 57th pl. se., Washington, D.C., and Gordon T. Skelton, 20, of 1229 Raum st., Washington, D.C. The juvenile who is 17 is from Jackson, Miss. All four youths are assigned to Heber, Ariz.

[From the Wall Street Journal, July 8, 1965]

JOB CORPS MISFIRE—FIRST WOMEN'S CENTER RUNS INTO TROUBLE IN FLORIDA

(By Richard R. Leger)

ST. PETERSBURG, FLA.—Uncle Sam's first Women's Job Corps center, in operation here for only three months, is already demonstrating a truism evident for decades in public housing and foreign aid: A policy of blank checks and loose controls can produce a debacle of amazing dimensions.

The city fathers here last week voted to throw out the Job Corps venture, amid the applause of local hotel men, realtors, merchants and tourist agents. The Pinellas County School Board, which set up and operates the center for the Government, wants out when its contract expires next year, if not before. In addition, the Job Corps director here resigned last week, and lively scandals about the project are making the rounds coast to coast.

The Job Corps center here is one of about 100, some for boys and some for girls, the Federal Government hopes to have in operation within six months. The centers, which seek to teach useful skills to currently "unemployable" young people, have a requested budget of more than \$200 million for the fiscal year ending June 30, 1966.

The complaints of the St. Petersburg folks, while spiced with lively tales of unchaperoned smoking, drinking, boy-chasing teen-age girls, are rooted in economics. The Job Corps venture is being carried on a few blocks from the downtown area in the Huntington Hotel, an old five-story, gray stucco building located among hotels and boarding houses catering to retired folks. These "neighbors" are the source of most of the complaints about the Job Corps venture.

THE DEPARTING GUESTS

At least seven of the nearby hotels report they've lost full-time guests because of the noise of the young girls and rowdiness of the boys who come to court them. For example, the Bond Hotel, just across Second Street from the Huntington, has had 13 year-around guests leave in a huff in the three months since the Job Corps center opened.

Summertime transient bookings total only six, down from 23 last year, complains owner Nin Bond.

Realtors also have joined the cry. "Demand for neighborhood property already is falling off and it's obvious the whole city will eventually suffer," declares Richard D. Tourtelot, whose office is four blocks from the center. "In the last few months, we've had virtually no inquiries for property in this area. Last summer they ran in the dozens."

All this emanates, according to local folks, from moving 270 young girls—50 percent of them Negroes, 90 percent of them school drop-outs and all of them with seven-night-a-week dating privileges—into a Deep South hotel smack in a neighborhood which long has boasted of quiet, subdued surroundings that make retirement and old age pleasant. Hotel guests were soon complaining of "shocking things" going on in cars parked just outside their windows. Hot-rods make such a continuous uproar that all patrol cars are ordered to pass along the street whenever in the area. The complaints became so numerous that Police Chief Harold Smith three weeks ago assigned two officers to the building seven nights a week.

The Job Corps center tried to mollify the neighbors. To ease complaints that the 16-to-21-year-old girls constantly entered neighboring hotels to buy cigarettes, the women's center installed a cigaret vending machine of its own. The center asks the girls not to drink but has no regulation on smoking. The girls are free to date until 10 p.m. Sunday through Thursday and until midnight Friday and Saturday.

CHANGE OF GAMES

In a move to lessen the din, the Job Corps people replaced the net for volleyball, a game played by 22 girls, with a net for badminton, which permits only four. The Saturday night record hops were moved from the hotel to the gymnasium of a local school.

It should be noted that the local school board did have direction from Federal officials on how to run the program. But it apparently was something less than effective. "We were deluged by so many people from Washington giving us information and advice on community relations, public health and home and family living that it was just plain confusing," contends Pinellas County's assistant school superintendent, Joe D. Mills. He adds, "While they never outright ordered us to rush things, you could feel the urgency to get things done in a hurry."

Joseph R. Ems, tousled-haired director of the St. Petersburg center, who took the job in March a month before the center opened but after 75 people already had been put on the payroll, submitted his resignation July 1. Besides criticizing the center's location, he blames much of his troubles on inept screening of candidates by the Federal Government. Of the nearly 300 girls sent to the center so far, 30 had been sent back home at last count. One girl was five months pregnant when she arrived, another was emotionally ill, two flatly refused to obey curfews and the no-drinking regulation and 20 "weren't sufficiently motivated" to participate in the program, Mr. Ems complains. Six more were expelled over the July 4 weekend for being intoxicated.

There were some other remarkable aspects of the project. One major question being raised is whether such a project requires a staff amounting to roughly one full-time employee for every two girls. Federal overseers apparently didn't quibble when the school system inked in 130 full-time staff members for the center's budget, including 21 bookkeepers, secretaries and accountants. "There's nothing wrong with our ratio of staff to students—you'd find the same at Bryn Mawr or any other full-time school," contends Mr. Mills, who did much of the budget planning.

And by most standards, the accommodations are pretty costly. The Job Corps is paying \$225,000 for use of the hotel for 18 months, despite the fact that the hotel's market value, as indicated by reported tax assessments, is between \$150,000 and \$200,000. The Huntington's owner, Paul B. Barnes, declines to disclose the hotel's gross income for 1964. Federally negotiated leases by law are not supposed to exceed 15% per year of the market value of a property. But Washington anti-poverty officials endorsed this lease, nonetheless. Uncle Sam even agreed to foot the bill for some \$35,000 in improvements to the hotel to make it suitable for housing the girls.

Based on an average stay of one year, expenditures for the center are expected to run well over \$7,000 annually for each girl, considerably more than it would cost to send her to Vassar or a school of similar prestige for a year. Federal men trimmed less than 2% from the more than \$2.4 million Pinellas school officials said they would need to make employable young women out of the 300 to 500 girls Washington planned to send through the center in the first 18 months.

Under separate appropriations, Washington is footing other bills, including round-trip transportation for the girls from cities as distant as Portland, Oreg., at an average one-way trip cost of \$70. Uncle Sam also is paying the girls monthly allowances, ranging from \$30 to \$50 each, and depositing \$50 per month in savings accounts for each girl. The cost of recruiting suitable Job Corps candidates averages \$35 each.

Instruction for the girls so far has included massive doses of recreation, budgeted for the 18 months at \$110,150, plus vocational instruction in such subjects as physical therapy, clerical work and cosmetology. Other school courses include instruction in home and family life—how to cook, sew, shop and maintain personal grooming.

THE SITE'S THE THING

In all fairness, it must be pointed out that many of the difficulties of the St. Petersburg Job Corps center stem from the selection of the site and do not necessarily indict the concept of the Job Corps itself or foreshadow similar troubles at other centers. "I guess we just weren't thinking but we can see now the location was a mistake," says school board member Mildred Day, who was one of those who voted to drop the Job Corps when the contract expires in August, 1966.

Washington officials wash their hands of the site selection, explaining they left it completely in the hands of school officials. "I have never even seen the center," says Milton Fogelman, director of contracts for the Office of Economic Opportunity, which supervises the Job Corps and other Federal anti-poverty programs under a budget of \$1.5 billion requested for fiscal 1966.

The school site was selected by school officials without benefit of competitive bids. Joseph J. Busch, an employee of the county school system who teaches adult education courses in real estate law, says St. Petersburg Mayor Herman Goldner asked him to find a hotel to house the Job Corps. Mr. Busch says he was turned down by the first hotel he approached but at the second, the Huntington, Mr. Barnes, the owner, expressed interest. Mr. Busch recalls he then brought a school system official to see the Huntington. For these services he collected \$4,000, which he hastens to add was smaller than the commission of 5% of a lease's price realtors normally collect.

The Job Corps is young and its early trouble in St. Petersburg doesn't indicate by any means the program is doomed to failure. "A kid who is unemployable in his lifetime is going to cost us about \$3,000 a year to support plus the fact he won't be paying taxes," declares Mr. Fogelman in Washington. "I figure that kid would cost

us \$150,000 over 40 years. If we can pull 1,000 kids off the slag heap we'll be saving \$150 million." He adds, "We think we'll have 40,000 girls and boys in the program by December and I believe we'll save 60% to 70% of them."

Despite such enthusiasm, if decades of free-handed giving at home and abroad haven't taught Uncle Sam how to administer such programs, a good many folks are wondering if the St. Petersburg mishap can go very far in that direction.

[From the Washington (D.C.) Evening Star, July 7, 1965]

PROBE SET AT FLORIDA JOB CORPS CENTER

An official of the Women's Job Corps left for St. Petersburg, Fla., today to investigate complaints of a former staff member that a training center is being run like a country club.

Dr. Bennetta B. Washington, director of the centers for the Office of Economic Opportunity, said Miss June Henry, a project officer, will assess charges made by Miss Gloria Pasternak, who quit her job as resident adviser there June 1.

Dr. Washington also said that the Pinellas County School Board, which is running the center, intends to fulfill its \$2.4 million contract. It had been reported that the school board had announced it wanted to drop the contract.

Miss Pasternak said that discipline at the center was lax and there was too much recreation.

In an interview today, she said the girls at the center were supposed to take academic courses in the morning and vocational training until 3 p.m., but that not all of them were assigned to the vocational courses. Receiving no direction, they would go swimming or play games until they became bored.

"No one ever told these girls exactly what was expected of them," Miss Pasternak said. "Nobody on the staff took any initiative."

The students are housed in a three-story hotel several blocks from a beach. The hotel is not luxurious, Miss Pasternak commented, but "it didn't have to be as nice as it was."

More money should have been spent for teachers who would work with the girls in the evening and less on carpeting, golf clubs and tennis racquets, she said.

Miss Pasternak, who worked at the center about two months, discussed the situation with Dr. Washington two weeks ago.

Dr. Washington said Miss Henry visits the center from time to time, but that Miss Pasternak's charges "are those that we want to look into."

"If there is some basis (to the charges) we are ready to move," Dr. Washington said. "I may be going myself to see what's happening as a result of these charges."

[From the New York Times, May 14 1966]
JOB CORPS SHIFTS WOMEN'S CENTER—"HOSTILE ENVIRONMENT" CALLED CAUSE OF FLORIDA MOVE

(By Nan Robertson)

WASHINGTON, May 13.—The Job Corps Center for Women in St. Petersburg, Fla., is pulling up stakes and moving to another community because of local hostility.

This is the first time that a center has been forced to move, although other centers have been embroiled in local controversies and have changed management. The center, situated in a residential area of St. Petersburg largely inhabited by elderly people, was the first for women in the United States.

It was opened a year ago last month.

In a statement issued today, Sargent Shriver, director of the Office of Economic Opportunity, said:

"The purpose of the Job Corps cannot be achieved in a hostile environment. The Pinellas County Board of Instruction [the

school board] originally invited the Job Corps to St. Petersburg but hostility has replaced hospitality.

"Therefore we are moving. By no later than October 31, the Job Corps will be gone from St. Petersburg."

OFFICIAL COMPLAINTS

City officials have contended that the Job Corps promised to keep the ratio of white to Negro women at 15 to 1, but that the ratio has now risen to 75 per cent Negro. There are about 230 girls at the center in the Huntington Hotel.

Neighborhood residents complained that the girls and their boyfriends were immoral and disturbed the nighttime quiet by raucous drinking parties and speeding in automobiles.

Local discontent came to a peak last summer, but there has been less public outcry since then.

A week ago, Dr. Franklyn A. Johnson, national director of the Job Corps, announced that the center was going to be moved from the Huntington Hotel to a much larger hotel downtown on the Tampa Bay waterfront.

It was explained that the girls could be more comfortably housed at the spacious Soreno Hotel, built in 1924, and also attend classes under the same roof. They are taking courses at the Mirror Lake Junior High School.

The relocation proposal was attacked by Mayor Herman Goldner, who said it "would at least jeopardize and possibly kill" the city's \$45-million waterfront redevelopment program. Other city officials supported him. The waterfront area has since been rezoned by the City Council so that the Soreno Hotel may not be used for educational purposes.

Mr. CLARK. Mr. President, I ask for the yeas and nays on the amendment.

The yeas and nays were ordered.

Mr. CLARK. Mr. President, I yield back the remainder of my time.

Mr. DIRKSEN. Mr. President, I yield back the remainder of my time.

The PRESIDING OFFICER. All time having been yielded back, the question is on agreeing to the amendment of the Senator from Illinois [Mr. DIRKSEN] in the nature of a substitute for the amendment of the Senator from Montana [Mr. MANSFIELD].

The yeas and nays have been ordered, and the clerk will call the roll.

The legislative clerk called the roll.

Mr. LONG of Louisiana (after having voted in the affirmative). On this vote I have a pair with the distinguished Senator from Illinois [Mr. DOUGLAS]. If he were present and voting, he would vote "nay." If I were at liberty to vote, I would vote "yea." I withdraw my vote.

Mr. LONG of Louisiana. I announce that the Senator from Tennessee [Mr. BASS], the Senator from Idaho [Mr. CHURCH], the Senator from Michigan [Mr. HART], the Senator from Ohio [Mr. INOUE], the Senator from Washington [Mr. MAGNUSON], the Senator from Virginia [Mr. ROBERTSON], and the Senator from Texas [Mr. YARBOROUGH] are absent on official business.

I also announce that the Senator from New Mexico [Mr. ANDERSON], the Senator from Illinois [Mr. DOUGLAS], the Senator from Mississippi [Mr. EASTLAND], the Senator from Alaska [Mr. GRUENING], the Senator from Arizona [Mr. HAYDEN], the Senator from North Carolina [Mr. JORDAN], the Senator from New Hampshire [Mr. MCINTYRE], the Senator from Montana [Mr. METCALF], the Senator from Oregon [Mrs. NEUBERGER], the

Senator from Florida [Mr. SMATHERS], and the Senator from Alabama [Mr. SPARKMAN] are necessarily absent.

On this vote, the Senator from Mississippi [Mr. EASTLAND] is paired with the Senator from Alaska [Mr. GRUENING]. If present and voting, the Senator from Mississippi would vote "yea" and the Senator from Alaska would vote "nay."

On this vote, the Senator from Michigan [Mr. HART] is paired with the Senator from North Carolina [Mr. JORDAN]. If present and voting, the Senator from Michigan would vote "nay" and the Senator from North Carolina would vote "yea."

On this vote, the Senator from Washington [Mr. MAGNUSON] is paired with the Senator from Virginia [Mr. ROBERTSON]. If present and voting, the Senator from Washington would vote "nay" and the Senator from Virginia would vote "yea."

On this vote, the Senator from Oregon [Mrs. NEUBERGER] is paired with the Senator from Florida [Mr. SMATHERS]. If present and voting, the Senator from Oregon would vote "nay" and the Senator from Florida would vote "yea."

On this vote, the Senator from Alabama [Mr. SPARKMAN] is paired with the Senator from Texas [Mr. YARBOROUGH]. If present and voting, the Senator from Alabama would vote "yea" and the Senator from Texas would vote "nay."

Mr. DIRKSEN. I announce that the Senators from Colorado [Mr. ALLOTT and Mr. DOMINICK], the Senator from Kentucky [Mr. COOPER], the Senators from Nebraska [Mr. CURTIS and Mr. HRUSKA] and the Senator from Texas [Mr. TOWER] are necessarily absent.

The Senator from Hawaii [Mr. FONG], the Senator from California [Mr. KUCHEL] and the Senator from Pennsylvania [Mr. SCOTT] are absent on official business.

If present and voting, the Senators from Colorado [Mr. ALLOTT and Mr. DOMINICK], the Senators from Nebraska [Mr. CURTIS and Mr. HRUSKA], the Senator from Hawaii [Mr. FONG], the Senator from California [Mr. KUCHEL], the Senator from Pennsylvania [Mr. SCOTT] and the Senator from Texas [Mr. TOWER] would each vote "yea."

The result was announced—yeas 45, nays 27, as follows:

[No. 277 Leg.]

YEAS—45

Aiken	Harris	Pastore
Bayh	Hartke	Pearson
Bennett	Hickenlooper	Prouty
Bible	Hill	Proxmire
Boggs	Holland	Russell, S.C.
Byrd, Va.	Jackson	Russell, Ga.
Byrd, W. Va.	Jordan, Idaho	Saltonstall
Cannon	Lausche	Simpson
Carlson	Long, Mo.	Smith
Cotton	McClellan	Stennis
Dirksen	Miller	Symington
Ellender	Monroney	Talmadge
Ervin	Morton	Thurmond
Fannin	Mundt	Williams, Del.
Griffin	Murphy	Young, N. Dak.

NAYS—27

Bartlett	Kennedy, Mass.	Moss
Brewster	Kennedy, N.Y.	Muskie
Burdick	Mansfield	Nelson
Case	McCarthy	Pell
Clark	McGee	Randolph
Dodd	McGovern	Ribicoff
Fulbright	Mondale	Tydings
Gore	Montoya	Williams, N.J.
Javits	Murphy	Young, Ohio

NOT VOTING—28

Allott	Gruening	Metcalfe
Anderson	Hart	Neuberger
Bass	Hayden	Robertson
Church	Hruska	Scott
Cooper	Inouye	Smathers
Curtis	Jordan, N.C.	Sparkman
Dominick	Kuchel	Tower
Douglas	Long, La.	Yarborough
Eastland	Magnuson	
Fong	McIntyre	

So the amendment of the Senator from Illinois [Mr. DIRKSEN] in the nature of a substitute for the Mansfield amendment was agreed to.

Mr. DIRKSEN. Mr. President, I move that the vote by which the amendment was agreed to be reconsidered.

Mr. RUSSELL of Georgia. Mr. President, I move that the motion to reconsider be laid on the table.

The motion to lay on the table was agreed to.

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Montana [Mr. MANSFIELD] as amended by the amendment of the Senator from Illinois [Mr. DIRKSEN].

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the yeas and nays, which have been ordered, be withdrawn.

The PRESIDING OFFICER. Is there objection? The Chair hears none and it is so ordered.

The question is on agreeing to the amendment of the Senator from Montana [Mr. MANSFIELD] as amended by the amendment of the Senator from Illinois [Mr. DIRKSEN].

The amendment, as amended, was agreed to.

Mr. JAVITS. Mr. President, I send to the desk an amendment and ask that it be stated.

Mr. MANSFIELD. If the Senator from New York will yield briefly, and if I may have the attention of the Senator from Virginia [Mr. BYRD], and with his approval, I ask unanimous consent that the unanimous consent agreement on his motion previously granted be vacated.

Mr. BYRD of Virginia. Mr. President, let me say to the Senator from Montana that I had just risen exactly for that purpose, and I accept the Senator's suggestion.

The PRESIDING OFFICER. Is there objection to the request of the Senator from Montana? The Chair hears none, and it is so ordered.

The clerk will state the amendment offered by the Senator from New York [Mr. JAVITS].

The legislative clerk read the amendment, as follows:

On page 22, line 3 after "part B of this title," insert the following: "pursuant to agreements with the Secretary of Labor where funds under part B of this title are so used."

Mr. JAVITS. Mr. President, I yield myself 2 minutes.

This is a technical amendment which seeks to join the Secretary of Labor, who administers the Neighborhood Youth Corps, in deciding with the Director of the Office of Economic Opportunity what projects shall be commenced under joint funding—

Mr. RUSSELL of Georgia. Mr. President, may we have order? I cannot

hear the Senator from New York, and I am very close to him.

The PRESIDING OFFICER. The Senate will be in order.

Mr. JAVITS. Mr. President, I yield myself 3 minutes.

Mr. DIRKSEN. Mr. President, if the Senator will yield, if Senators will be patient and stand by a moment, this is a technical amendment which the committee will take. Insofar as I can determine there will be no others. I understand there are no further amendments—

Mr. CLARK. Mr. President, if the Senator will yield, there are further amendments.

Mr. DIRKSEN. Mr. President, will there be a vote on final passage?

Mr. President, I ask for the yeas and nays on final passage.

The yeas and nays were ordered.

Mr. JAVITS. Mr. President, the purpose of the amendment is to join the Secretary of Labor with the Director of the Office of Economic Opportunity in approving the use of Job Corps and Neighborhood Youth Corps funds on combined residential-nonresidential experimental projects as are authorized in section 4 of the bill. This is necessitated by the fact that the Labor Department administers the Neighborhood Youth Corps. Therefore, it seems to be an oversight that the Secretary has not been joined in these experimental projects as he is in the regular programs.

I understand the amendment is satisfactory to the manager of the bill and that we can dispose of it very quickly.

Mr. CLARK. Mr. President, I understand the amendment of the Senator from New York has been cleared and that there is no objection to it. Therefore, on behalf of the committee, I am prepared to accept it. I yield back my time on the amendment.

Mr. JAVITS. I yield back my time on the amendment.

The PRESIDING OFFICER. All time on the amendment has been yielded back. The question is on agreeing to the amendment of the Senator from New York.

The amendment was agreed to.

The PRESIDING OFFICER. The bill is open to further amendment.

Mr. MURPHY. Mr. President, I send to the desk a very simple amendment, which I ask to have stated.

The PRESIDING OFFICER. The amendment offered by the Senator from California will be stated.

The legislative clerk read the amendment, as follows:

On page 47, between lines 21 and 22, insert the following new subsection:

"(C) For the purposes of Subchapter III, Chapter 73 of Title V of the United States Code, a Volunteer under this Title shall be deemed to be a person employed in the Executive Branch of the Federal Government."

Mr. MURPHY. Mr. President, I yield myself such time as I may need.

As my colleagues know, I have been trying for some time to remove politics from the poverty program. A noted pollster, Mr. Sam Lubell, found that the removal of politics is one of the two antipoverty reforms demanded by the

American people. Correspondence that I have received from fellow Californians and across the country substantiates the results of Mr. Lubell's poll.

It is my understanding that my bill, S. 2908, extending the Hatch Act to employees of VISTA and the community action program, who receive the principal part of their salaries from Federal funds, is a most popular one.

Significantly, it is no longer argued that legislation along these lines is not needed nor that it would be impossible to administer, as supposedly was the reason for the amendment's rejection in conference last year.

To give my colleagues a better understanding of the problem and what the Senate committee did, I believe it would be useful if the legislative history of efforts to remove politics from the poverty program were reviewed.

As originally introduced, the Murphy-Prouty amendment covered all employees of the poverty program, if they receive in whole or in part their salaries from Federal funds. During committee deliberation last year, I modified the amendment to reach only those poverty employees who receive the principal part of their salaries from Federal funds. Thus, modified, the amendment was supported by all—I repeat, all—members of the Senate Labor and Public Welfare Committee.

In supporting the Murphy-Prouty amendment last year, the committee report on pages 13 and 14 read:

The committee has added a subsection to section 211 designed to make the Hatch Act applicable to employees of community action agencies. Under the committee amendment, these employees would be prohibited from engaging in political activity where they are paid in principal part from Federal funds.

When public agencies are recognized as the local community action agencies, the Hatch Act is already applicable. When private nonprofit agencies are recognized, however, the act does not apply. The committee's amendment reflects the belief that the success of community action programs could be adversely affected if local anti-poverty officials were actively engaged in partisan politics. Such engagement could impart a partisan character to a program which should be based on a broad spectrum of support within the community.

When the bill reached the Senate floor, not a single voice was raised in opposition to the amendment. Thereafter, pressure was brought to bear and the amendment was rejected in conference for reasons which I found most unpersuasive. The ostensible reason for its rejections was the feeling of the House conferees that the provisions would be difficult to administer.

This year, in reporting H.R. 15111, the Economic Opportunity Amendments of 1966, the House Education and Labor Committee recognized the wisdom and necessity of a meaningful amendment to keep the poverty program free from politics. Unlike last year, the House did not foresee any great administration problem. In fact, the House language in substance is the same as my original amendment in that it covers all employees whose salaries are paid in part or in whole out of Federal funds.

The House report cogently explains the need and rationale for bringing the poverty program employees within the Hatch Act's regulation of political activity. The report reads:

This provision is needed to assure that there will be no political abuses in the war against poverty. Not only is it essential that grantees be politically neutral, but also that Federal funds not be used to further the political ambitions of any individual or faction.

It is the opinion of the committee that anyone who is compensated out of federally appropriated funds occupies a position of public trust so close to that of a public employee that he should be required to act with political neutrality and to avoid public identification with a political campaign or party.

Enactment of this provision should do much to eliminate political contention over local antipoverty programs and to make clear the high standards of political impartiality expected of those who are employed in these programs. It is not the committee's purpose to restrict the normal political rights of persons to whom this section applies beyond what is necessary to assure that their position as recipients of Federal funds will not be abused for political purposes.

The Senate Labor and Public Welfare Committee, of which I am a member, this year incorporated an amendment to the Economic Opportunity Act extending the Hatch Act provisions to cover all employees of the umbrella community action agencies. This is true regardless of the source of their salaries. In this respect, it is very similar to the original Murphy amendment insofar as the overall community action employees are concerned. I do, however, have reservations regarding the committee's coverage of the nonumbrella community action agencies. While the committee extended the Hatch Act's prohibitions against soliciting political funds from employees and the prohibition against the use of official authority or position to interfere in any election or nomination, these employees are not covered by the third and most important prohibition of the Hatch Act—namely, the taking of an active part in political management or in political campaigns.

I can assure my colleagues that I intend to watch this area very closely during this coming year. And if I find that there is abuse, or as the committee says, "a clear need for extending all the Hatch Act's limitations," I can assure my colleagues that I will offer such an amendment.

There is, however, one important group—the VISTA volunteers—that the committee has failed to include under any of the Hatch Act's prohibitions. In my judgment, this is a serious oversight because it is an area where there is great potential for abuse. To correct this serious deficiency, I propose this amendment to extend the Hatch Act's coverage to the VISTA volunteers.

On page 16 of the Senate Labor and Public Welfare Committee's report of 1965, the committee in recommending that the Hatch Act be extended to VISTA volunteers stated:

The bill includes, finally, one additional amendment relating to VISTA which was adopted by the committee. This would make

the Hatch Political Activities Act applicable to volunteers. Although volunteers for many purposes are not deemed employees of the Federal Government, their relationship with the Government has many characteristics of an employment relationship. The committee believes that they should be subject to the same restrictions on political activity as regular Federal employees.

I sincerely hope that the Senate will adopt this amendment.

I also, Mr. President, would like to pay tribute to the many newspapers across the country who joined me in my campaign to keep politics out of the poverty program. I have selected various editorials and articles, and ask unanimous consent that they be inserted in the RECORD.

There being no objection, the articles and editorials were ordered to be printed in the RECORD, as follows:

[From the Alhambra (Calif.) Post-Advocate, Feb. 19, 1966]

MURPHY AMENDMENT: POLITICS AND POVERTY PROGRAM

Sen. GEORGE MURPHY, R-Calif., has taken a commendable step toward keeping politics out of the poverty program.

He has introduced an amendment to the Economic Opportunity Act of 1964 which would place executives who receive the principal part of their salaries from federal poverty funds under the Hatch Act. This act is supposed to prevent politicking by federal employees.

The "Murphy amendment" needs to stick this time. He introduced a similar proposal last year. It was accepted unanimously by the Senate Labor and Public Welfare Committee and passed the Senate without a dissenting vote. But this much needed protection was cut out in conference.

The need for keeping politics out of the poverty program is plain to see. As MURPHY said in a letter to his colleagues soliciting their support:

"The war on poverty is in danger of becoming bogged down by bickering and partisan political activities. This, of course, is most regrettable, and I am convinced that unless steps are taken to keep the program free from politics, the poor will benefit little, if any, from the program."

The extra year of experience since Congress eliminated MURPHY's amendment last year should provide ample grounds for keeping it intact this time.

[From the Burbank (Calif.) Review, Feb. 19, 1966]

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[From the Washington (D.C.) Post, Aug. 22, 1965]

POVERTY AND POLITICS: ADMINISTRATION SOUGHT TO BEAT BAN ON POLITICS IN SPITE OF CONTRARY PUBLIC COMMENTS

(By Rowland Evans and Robert Novak)

In conflict with public utterances that it wants the poverty program divorced from politics, the Johnson Administration attempted a futile fight against such a prohibition.

The poverty bill passed last week by the Senate puts all local poverty workers under the Hatch Act. That means Federal law—not merely agency regulations—will bar local poverty officials from partisan politics.

This amendment to the Poverty Act, sponsored by Sen. GEORGE MURPHY (R. Calif.) zipped through the Senate Labor Committee and the Senate itself without apparent opposition.

Behind the scenes, however, two Democratic Labor Committee members were asked privately by the White House to kill the Murphy amendment. One was summoned from a Labor Committee meeting by an urgent telephone request.

Although they usually follow the Administration line, the two Senators turned down the White House. They actively supported the Murphy amendment. Consequently the White House made no public fight.

What makes this particularly interesting are public utterances of poverty chief Sargent Shriver and other officials when confronted with examples of local poverty workers playing politics (including the case we reported of a Philadelphia antipoverty leader lobbying in Harrisburg).

These Federal officials said they would prevent such conduct if Congress would write a prohibition into law.

Hence, the Administration's veiled effort to block the prohibition comes as a surprise.

[From the Los Angeles (Calif.) Times, Feb. 14, 1966]

PROGRAM FOR POOR, NOT POLITICOS

Poverty program personnel would be barred from political activity under a proposal offered by Sen. GEORGE MURPHY.

The senator would amend the Economic Opportunity Act to provide that Community Action agency employees who receive more than half their salary from federal poverty funds, and employees of the Volunteers in Service to America (VISTA) program would be placed under the Hatch Act.

Although the senator's concern is primarily with the Community Action programs, VISTA personnel were included at the suggestion of other members of the Senate Labor and Public Welfare Committee.

The amendment was approved unanimously by the committee last year and passed the Senate without dissenting vote. It died, however, in conference committees, ostensibly as the result of White House pressures.

In the meantime, dissatisfaction with functioning of the poverty program has increased and complaints over unwarranted politicking are growing.

The Johnson administration has indicated a desire to divorce the program from politics. If that is indeed the case it should have no objection to barring those who operate the program from political activity.

The Job Corps, which operates under the Hatch Act, has largely avoided getting

bogged down in politics. It would seem logical that restrictions imposed on that agency would serve an equally useful purpose in the poverty program.

The war on poverty is too important to be jeopardized by political finagling. As Sen. MURPHY emphasizes the program should not be used to enhance the political fortunes of a few politicians or a political party.

Putting poverty workers under the Hatch Act will not solve all the problems of the program, but it should have a beneficial effect.

Adoption of the Murphy amendment would serve notice on poverty program personnel that they are there to help the poor, not the politicians.

[From the Washington (D.C.) Daily News, Feb. 10, 1966]

"HATCH" THE POVERTY-BUNGLERS

Since the outset, some phases of President Johnson's "war on poverty" have been complicated, if not disrupted, by squabbling and grabbiness among local politicians.

Sen. GEORGE MURPHY of California thinks he may have a remedy, although probably not a cure.

He said he will introduce a bill to apply the Hatch Act to all administrators in the so-called "community action" and "VISTA" aspects of the program. These are the places where the most trouble has turned up.

The Hatch Act, on the books since 1939, bars Federal employees from using their offices to influence voters or taking an active part in politics or political campaigns.

Sen. MURPHY doubts his proposal would "solve all the problems," but he hopes it would "make them pay more attention to the needs of the poor," and less to politics.

There isn't any sound reason at all why Congress shouldn't apply the same limitations to anti-poverty employees as to other Government people. In fact, in the case of the anti-poverty employees, the restrictions are especially needed.

[From the San Francisco (Calif.) News Call Bulletin, Aug. 24, 1965]

MURPHY PUT DAMPER ON POVERTY POLITICKING
(By Jack S. McDowell)

In San Francisco, Los Angeles and many major areas of the nation there are tremendous battles over who's going to control the federal war on poverty program.

In most cases, the squabble boils down to the struggle of who will get the various supervisory jobs the program provides and, through this sort of control, who derives the largest number of political green stamps.

There is another important factor. When part of the tab for the poverty war begins to shift from federal to local pocketbooks, those responsible for local tax rates want a hand on the controls. If control is in the hands of the recipients, they argue, local taxpayers could be spent into bankruptcy and local officials could be spent right out of office.

This fiscal problem, however, seems not to enter into the burning desire of many local politicians to get their cohorts and themselves nailed into the federal payroll where they would be occupying positions of influence in the spending of millions of dollars. Such positions of fiscal affluence and influence normally evolve into positions of political influence.

MURPHY AMENDMENT

What most of the eager politicians involved have overlooked is the language of a simple amendment to the poverty war act, placed into it by Sen. GEORGE MURPHY, California's freshman Republican in the upper house.

This provision declares that employees of the poverty war program clearly and definitely are subject to all provisions of the Hatch Act.

This means, we're informed, that any poverty war soldier who receives most of his income from that position is covered by the act which prohibits federal employees from participation in political campaigns.

While this is a federal law and does, indeed, apply directly to campaigns for federal offices such as Congress, U.S. Senate and president, it also has been interpreted to apply to include all partisan races such as those for the state Legislature and statewide constitutional officers.

PENALTIES TOUGH

Penalty for violation ranges from a minimum of 90 days' suspension from the offender's federal job to a maximum of permanent removal from the payroll.

This raises a question of whether so many would-be political empire builders would be so anxious to place themselves and their lieutenants on the poverty war payroll if they were aware of the ominous provisions of the Murphy amendment.

It is possible, of course, that the courts would have interpreted employment by the poverty war program as being subject to the Hatch Act. But this would have consumed time and no test could have been possible until the campaign season when a violation could be alleged.

MURPHY's language answers the question in advance. This means that politically-inclined poverty war officials will know their enemies will be looking over their shoulders, ready to hit them with a Hatch hatchet.

Mr. CLARK. Mr. President, will the Senator yield?

Mr. MURPHY. I yield.

Mr. CLARK. It is my understanding that this amendment places the volunteers in VISTA under the Hatch Act.

Mr. MURPHY. Yes.

Mr. CLARK. I have discussed this amendment. There is no serious objection to it. I am prepared to accept it. I yield back my time on the amendment.

Mr. MURPHY. I yield back my time on the amendment.

The PRESIDING OFFICER. All time on the amendment has been yielded back.

The question is on agreeing to the amendment of the Senator from California.

The amendment was agreed to.

Mr. MURPHY. Mr. President, I derive a great deal of personal satisfaction from the action of the Senate today in at long last taking a step toward the removal of politics from the poverty program.

Politics should never have a place in programs aimed at helping the disadvantaged. Our Nation, dating back to the time of President Chester A. Arthur, has had a policy that those paid from public moneys must devote themselves to the interests of all the people and not to the interests of a partisan political group.

The action of the Senate today is consistent with this philosophy. The acceptance of the amendment is in no small part due to the fact that the voice of the American people was heard by the Congress.

I am advised that the Murphy-Prouty Hatch Act amendment, which, as I mentioned before, was cosponsored by 25 Senators, has been so popular that it has been almost impossible to secure printed copies for some time.

Mr. Sam Lubell's poll showed that the removal of politics from the program was

a reform in the poverty program demanded by the American people. Its adoption today illustrates what an aroused electorate can do, and more importantly, it will help to preserve the poverty program from selfish partisan politics. The committee's action today declares that the war among politicians must end so that we can concentrate all of our energies on the war against poverty.

The PRESIDING OFFICER. The bill is open to further amendment.

Mr. MORSE. Mr. President, I shall speak but a few minutes on the bill.

Among all the criticisms of the poverty program, I should like to mention two that I think have validity and about which there was discussion in the Senate Labor Committee. They do not concern the misdeeds of commission that are widely heard among opponents of the program, but omissions that have discouraged many who would like to participate in it more than they have.

One is that the elderly are downgraded as deserving participants in the war on poverty. Among organizations that work with the elderly, there is the feeling, even the conviction, that the administrators in the Office of Economic Opportunity believe that the poverty cycle is one that must be approached at the level of the young people, that only by upgrading the education of the young and stimulating their motivations can the dreary cycle be broken. Those who hold this view, and it is surely a valid one, are said consequently to regard the people over 55 or 60 as beyond the scope of the war on poverty. They are said to be regarded as past the age when they might make a contribution to themselves and to society that will enable them to lift themselves out of the poverty class.

I do not quarrel with the theory that the poverty cycle can best be attacked at the level of youth. That is why I have supported increasing funds for Headstart, Upward Bound, and other programs designed to provide the background that the poverty-stricken family does not provide for its children.

But all the statistics and records we have about where poverty exists in the United States show a real correlation between old age and poverty. The percentage of poor within age groups rises alarmingly at ages above 60 and even 50.

On June 20, 1966, the Senate Special Committee on Aging submitted a report entitled "The War on Poverty as It Affects Older Americans."

Some of the statistics it contained were the following:

That as defined by the Social Security Poverty Index of 1965, 5.4 million persons past 65 live in poverty;

Another 1.7 million elderly persons, on the basis of their own income, would also be in the ranks of the very poor if they did not live with families above the poverty level;

Of the 18 million persons past 65 in the country today, more than 7 million are classified as poor;

One-fifth of all persons in the poverty category are persons over 65;

Of those between 55 and 64, 2.7 million live in poverty;

More than one-third of all poor families are headed by persons 55 and over, and more than half by persons 45 and over;

One of every four families whose head is 64 or over lives in poverty;

Six out of ten older Americans who live alone are poor. They constitute more than one-half of all poor persons who live alone.

Of course, the elderly pose a great administrative problem for the war on poverty. They are not conveniently concentrated in cities, where programs can be undertaken to cover large numbers of them from one place. The elderly are scattered rather evenly across the face of the country. They live in big cities, small towns, and in isolated rural communities. They mingle with families of better means and lower ages.

The Office of Economic Opportunity has had its own Task Force on Programs for Older Persons. It outlined this problem concisely and recommended some means of drawing the elderly more closely into the general war on poverty. Their situation and problems have not been neglected by OEO. But neither, in my opinion, has enough been done to define these problems, to seek out means of dealing with them and encouraging the participation of the elderly in the whole war on poverty.

One of the findings of our Special Committee on Aging was that there has been no position within the Office of Economic Opportunity with sufficient responsibility and authority to insure adequate attention to the elderly poor under the programs administered by the agency. It was the first recommendation of the committee that such a position be established in OEO.

Without this improvement, it is highly doubtful that our other recommendations can be fully effective.

Said the report.

Recommendation No. 3 provides:

The Committee recommends that the Office of Economic Opportunity develop to their full potential the elderly-oriented programs which it has already begun.

Listed among these are the foster grandparents, Medicare Alert, Green Thumb, home health aids, and a series of projects OEO has approved as part of community action projects. In connection with the latter, the Aging Committee report states:

While local groups play a vital role in determining the needs of their own elderly and in creating programs to meet such needs, OEO can also contribute significantly to initiating such projects in many other localities throughout the Nation. It can choose the best of such projects as prototypes for nationwide application, and can carry out in their behalf promotion of the type which resulted in so many applications for Medicare Alert.

In recommendation No. 4, the committee "recommends that the Office of Economic Opportunity give to additional elderly oriented programs the same type of fund allocation and promotion efforts which made Medicare Alert the success it has been." Among what the committee calls the promising possibilities are employment programs, nutrition programs,

senior centers, housing programs, consumer education, and health programs.

Recommendation No. 5 "recommends that the Office of Economic Opportunity further relax its requirement that applications represent a large population base, permitting some communities to organize and file applications apart from other nearby communities where organizational disputes and other difficulties in such nearby communities delay the establishment of community action agencies and otherwise impede community action programs."

The committee cites the rejection of a community action program in northern Wisconsin because the population of the county was only 30,000 and the initial insistence of OEO that all of Los Angeles County in California be served by a single community action group. Subsequently, this decision was changed to permit any Los Angeles County municipality with a population of 100,000 or groups of municipalities and contiguous areas with a combined population of 100,000 to establish their own community action agency.

In States with thinly scattered population, the problems of poverty among the elderly and the rural poor are very difficult to deal with on a mass basis. No doubt the per person cost will rise in programs undertaken in such areas. Perhaps that is why administrators tend to resist them, because there has, after all, been considerable unfair criticism of some poverty programs as costing large amounts per person affected by the program.

This brings me to the second area of the poverty program I want to call to the attention of the Office of Economic Opportunity. This is the participation of rural areas in the whole program. In fact, one section of our report from the Senate Labor Committee deals with rural poverty, for it was our feeling that it requires increased emphasis.

Our report states on page 18:

After careful consideration of the nature and scope of program activity in rural areas, the committee has determined that the congressional intent respecting rural poverty has not been adequately implemented.

One of the ways in which we felt it had not been adequately implemented was in the recruitment of people to serve as VISTA volunteers or in other programs in rural areas. I regret that language intended to go into the committee report on this matter was inadvertently omitted, for many of us made it clear that people being sent into rural areas, having no background or knowledge or understanding of rural life, were in some cases doing more harm than good to VISTA and other poverty programs. We called upon the OEO to be more diligent, first, in recruiting people out of rural communities, and secondly, in assigning them to programs in rural areas.

The committee report points out that—

In fiscal 1966, the Nation's rural poor, though comprising 43 percent of the total poverty population, received only 15.5 percent of all community action funds. This allocation is grossly disproportionate to the magnitude of rural poverty, and falls far short of an equitable distribution of CAP funds.

In pursuit of this finding, the committee adopted an amendment to section 211 of the act, requiring the Director to make grants to, or contract with independently funded public and private nonprofit organizations in predominantly rural areas where it is not feasible within a reasonable period of time to establish community action agencies. Another amendment would provide for the independent funding of a public or nonprofit agency where the Director determines that an independently funded program may help ease conflict or provide more operating efficiency or be more economical.

Poverty is more dramatic in the big city ghetto, particularly where Negro Americans are literally confined by economic and social circumstances that must be overcome not only through the war on poverty, but through our education programs, our health programs, our housing programs, our manpower training programs, and others that have been or will be adopted by this Congress this year.

But the big city poverty is not the only poverty. Because the people affected are not massed together, their problems are more difficult to treat, more difficult even to define, and probably more expensive to correct.

That is why I oppose cutting back the war on poverty. If this is going to be more than a demonstration war on poverty it must go into the backwoods and small towns, because that is where poverty is, too, as well as in the big cities.

Although in some ways it is the hardest form of poverty to get at, in some ways it can also produce the best results. Unquestionably the most successful and most popular of all poverty programs in Oregon is Green Thumb. It is very modest; it is sponsored by the Farmers Union, and was initiated in Arkansas, New Jersey, Oregon, and Minnesota. It has high visibility because these elderly men plant and care for trees, shrubs, and flowers along highways. Green Thumb is authorized under the Nelson amendment of last year, which I was pleased to cosponsor in the Senate Labor Committee. I ask unanimous consent to have printed at the conclusion of these remarks pages 46 through 50 of the Aging Committee report which summarizes the first-year cost of Green Thumb in the four States in which it began.

Since the materials in that report were assembled, I have heard both directly and indirectly from the Oregon State Highway Commission about Green Thumb. In a letter to the Utah State director of highways, the Oregon Director, Forrest Cooper, wrote on May 25, 1966:

Yes, we have participated in Green Thumb and, while we had somewhat the same misgivings as you, the program has so far been successful. In the first place, the "elderly poor" as you describe them are good workers. They appreciate the opportunity to earn their way at \$1.50 an hour by contributing to a worthwhile endeavor. Perhaps I can better explain our enthusiasm by briefly outlining our program:

(1) A great deal of the success is a result of careful selection of candidates. The men are healthy (a physical examination is re-

quired). They are men who are farmer-oriented. They are over 55 years of age.

(2) They are formed into groups of six men plus one foreman. The work assigned to them is detailed by the local District Maintenance Superintendent who is the most knowledgeable man concerning the needs of his territory.

(3) The entire salaries of these men are paid by Green Thumb and we keep no records or have anything to do with this phase. We supply materials (plants, fertilizers, etc.) and large equipment. The Green Thumb supplies small equipment (hand tools, etc.). I am enclosing a copy of the agreement we have executed with Green Thumb. Please note that we require certain liability insurance.

These men do planting, weeding, brushing, fertilizing and generally any type of operation required to promote botanical beautification.

We now have 90 men working on this program. It is expected that this will increase to about 140 men after July of this year. With our large landscape investment in western Oregon, we would have been in a bad way maintenancewise without the help of these men. I can definitely say that the program is successful in Oregon and recommend it to you.

FORREST COOPER,
State Highway Engineer.

A few weeks later, on June 21, Mr. Cooper wrote me directly, as follows:

DEAR SENATOR MORSE: I thought you might be interested in knowing the outcome of your efforts to establish a "Green Thumb" program in Oregon.

The project has been under way long enough that we can now make evaluation as to the benefits. It has been a success far beyond our hopes. We have approximately 100 elderly farmers doing valuable maintenance work on our roadside plantings at virtually no direct cost to the State.

I express appreciation of the Commission and the Department to you for getting this program under way.

Very truly yours,

FORREST COOPER,
State Highway Engineer.

While much of the dissatisfaction with the poverty program derives from highly publicized accounts of misbehavior among the many thousands of boys and young men in the Jobs Corps, much satisfaction can be derived from the success of this one very small and limited project for the elderly. These are men scraping by on meager pensions or welfare. Many of the men in the Oregon program have gone off the welfare rolls. It may be said that they have gone on the poverty payroll; but they are doing a job, too, and getting paid for it.

It is my hope that in the next year, the Office of Economic Opportunity will give more attention and devote more of its efforts to expanding Green Thumb and other programs for the elderly and the rural poor.

It should not do that by cutting back on the war on poverty in the cities. This is why I shall oppose any large reductions in the program authorized by the bill reported by the Senate Labor Committee.

Mr. President, I wish to insert at this point the following material on the Nelson amendment project dealing with the elderly and the Green Thumb program.

There being no objection, the amendment was ordered to be printed in the RECORD, as follows:

III. NELSON AMENDMENT PROJECTS

Nelson amendment projects are designed for all age categories. However, they may be developed to serve the needs of the elderly. In fact, the elderly poor especially fit the eligibility requirements as stated by law (sec. 205 (d)) of the Economic Opportunity Act of 1964, as amended.

Those selected to participate in Nelson amendment projects as workers must—

Be chronically unemployed;
Have no reasonable prospects for full-time employment;

Be unable to secure either appropriate employment or training assistance under other programs.

Attached is a copy of the guidelines⁵ for Nelson amendment projects.

Operation Green Thumb, Inc., the first project funded under the Nelson amendment is sponsored by the National Farmers Union. This program will employ the elderly poor in the four States of Arkansas, New Jersey, Oregon, and Minnesota on highway beautification projects and will retrain older farmers in gardening, landscaping, and nursery work.

Under the grant of \$768,142, there will be 280 older persons employed for \$1.25 to \$1.50 per hour working on an average of 3 days per week. The projects are designed in co-operation with the State highway departments, who furnish planting and heavy equipment. All projects are in addition to the planned expenditures for highway beautification, and all projects are on highways for which no other Federal funds are available.

Attached is (1) a copy of the title page of the grant⁵ (2) a copy of the official budget breakdown by categories, (3) a copy of direct cost per trainee by States, (4) a copy of special conditions required by OEO,⁵ (5) a copy of a memorandum of October 26, 1965, outlining the costs of transportation, a major problem for an effective rural program, (6) a copy of labor standards for Project Green Thumb, (7) copies of pertinent correspondence indicating acceptance of the project by appropriate State personnel⁵ and (8) a copy of a progress report of February 23, 1966, prepared by Dr. Blue Carstenson, project director.

OFFICE OF ECONOMIC OPPORTUNITY

Approved budget for community action program

Name of grantee: Green Thumb, Inc.

Component title: Project Green Thumb.

Grant period: Effective date to December 30, 1966.

Cost category	Requested amount	Approved amount
1. Personnel.....	\$597,294	\$597,294
2. Consultants and contract services.....		
3. Travel.....	93,090	93,090
4. Space costs and rentals.....	10,482	10,482
5. Consumable supplies.....	18,472	18,472
6. Rental lease or purchase of equipment.....	10,532	10,532
7. Other costs.....	721,810	721,810
Total cost of component.....	1,451,680	1,451,680
Non-Federal share.....	683,538	683,538
Federal grant under title II-A.....	768,142	768,142

Federal funds

	Cost per trainee by State			
	Arkansas	Oregon	New Jersey	Minnesota
Direct cost:				
Wages.....	\$1,543.00	\$1,543.00	\$1,543.00	\$1,543.00
Fringe benefits.....	249.00	561.00	363.00	409.00
Miscellaneous.....	27.50	27.50	27.50	27.50
Subtotal.....	1,819.50	2,131.50	1,933.50	1,979.50

Federal funds—Continued

	Cost per trainee by State			
	Arkansas	Oregon	New Jersey	Minnesota
Indirect cost—administration:				
State.....	\$487.00	\$420.00	\$428.00	\$511.00
National.....	198.00	198.00	198.00	198.00
Plantings.....	143.00	143.00	143.00	172.00
Totals:				
Direct cost.....	1,819.50	2,131.50	1,933.50	1,979.50
Indirect.....	679.50	612.50	620.50	732.50
Total.....	2,499.00	2,744.00	2,554.00	2,712.00

Recapitulation—averages:

Wage to trainee.....	\$1,500
Fringe benefits to trainee.....	395
Miscellaneous expenses for trainee.....	28
Administration:	
National.....	198
State.....	462
Plantings.....	150
Total per trainee.....	2,733

OCTOBER 16, 1965.

Memorandum.

To: Dr. Robert McCan.

From: Blue Carstenson.

Subject: Green Thumb project.

As Sandy Kravitz suggested it has been possible to make substantial savings by arranging for pool driving. While our insurance people indicate that the difference in insurance costs would be less than \$100 in switching from individual to group riding because of changes in the category of insurance, \$28,620, can be saved by switching to group or pool riding in the three States.

In preparing the accompanying detailed chart, we calculated the size of the county, dividing the county into two parts. The teams will be recruited from and will work primarily in a half county area. Two of the crew members (one will be the foreman) will drive their cars or pick-up trucks and will pick up the trainees at various points in the county and will drive to the place of work. The foreman will also have to drive the length of the project to supervise the trainees.

In consultation with our State presidents and using the Rand McNally Atlas, 1965, we calculated that an average of four times the radius of the half county would be required for travel for each car or truck. Because of group travel we calculated at 10 cents a mile which produced the following results:

Revised Green Thumb trainee travel cost

	Approximate size of county in miles	Radius for 1/2 county in miles	Miles per team, 2 cars a day (8X radius)	Miles per team per year	Cost per team per year at 10 cents a mile	Cost per county per year
Minnesota:						
Otter Trail.....	20 by 55 miles	14	112	16,800	\$1,680	\$3,360
Becker.....	30 by 50 miles	15	120	18,000	1,800	3,600
Walden.....	18 by 30 miles	9	72	10,800	1,080	2,160
Todd.....	25 by 40 miles	13	104	15,600	1,560	3,120
Beltrami.....	40 by 45 miles	20	160	24,000	2,400	4,800
Total.....						17,040
New Jersey:						
Burlington.....	20 by 40 miles	10	80	12,000	1,200	2,400
Gloucester.....	20 by 25 miles	13	104	15,600	1,560	3,120
Mercer.....	20 by 30 miles	10	80	12,000	1,200	2,400
Hunterdon.....	do	10	80	12,000	1,200	2,400
Camden.....	10 by 20 miles	5	40	6,000	600	1,200
Total.....						11,520
Oregon:						
Lane.....	60 by 90 miles	30	240	36,000	3,600	7,200
Linn.....	35 by 65 miles	18	144	21,600	2,160	4,320
Marion.....	25 by 60 miles	15	120	18,000	1,800	3,600
Polk.....	20 by 30 miles	10	80	12,000	1,200	2,400
Clackamas.....	40 by 60 miles	20	160	24,000	2,400	4,800
Hood River.....	20 by 30 miles	10	80	12,000	1,200	2,400
Total.....						24,720

¹ In the case of Arkansas, they had planned to pay some member of the crew \$6 a day for the use of his pickup truck to transport the crewmembers, etc. Because Arkansas counties are about half the size of the average counties, this was and will continue to be feasible for Arkansas.

SPECIAL CONDITIONS

Green Thumb, Inc., will attempt in every possible way to cut costs during the operation of the 1-year project. This will be done by attempting to obtain gifts of plantings, equipment, and talent by various State and local agencies, voluntary groups, businesses, and individuals. Every effort will also be made to cut the costs of insurance while maintaining adequate protection.

Such additional moneys saved will be used to increase the number of worker-trainees.

Green Thumb, Inc., will apply for an Internal Revenue Service tax exemption within 30 days.

No funds for plantings will be released to the State project for expenditure until the State project director forwards to the National Green Thumb director documentation by the State highway department of the amount which the State has spent in regard to the project. The national director then will authorize release of 10 percent of the amount documented to that State earmarked for plantings.

The State highway department will be required to state that sites selected for highway beautification will be locations where there is no duplication of funds from other Federal or State sources, and is an additional effort beyond what was planned for this year by the State highway department.

There were no funded community action programs in any of the Green Thumb areas prior to the application, however, Green Thumb will cooperate with any community action program agencies which may be developed or funded in these areas, especially in the recruitment of worker-trainees. However, recruitment shall not be limited to community action programs. State employment services will be used in every instance.

⁵ In committee files.

Revised Green Thumb trainee travel cost—Continued

	Approximate size of county in miles	Radius for ½ county in miles	Miles per team, 2 cars a day (8X radius)	Miles per team per year	Cost per team per year at 10 cents a mile	Cost per county per year
Arkansas:						
Cleveland	20 by 20 miles	5	40	6,000	\$600	\$1,200
Pike	do	5	40	6,000	600	1,200
Newton	25 by 30 miles	13	104	15,600	1,560	3,120
Madison	22 by 30 miles	11	88	13,200	1,320	2,640
Fulton	15 by 35 miles	9	72	10,800	1,080	2,160
Total						10,320

LABOR STANDARDS FOR PROJECT GREEN THUMB

(1) *Protection of employment opportunities.*—It is the purpose of this project to provide new or additional job opportunities without displacing already employed workers or impairing job opportunities that would otherwise be available. Green Thumb project cannot (a) result in displacement of workers already employed, (b) result in a reduction of employment opportunities normally available, and (c) result in the reduction of employment or labor costs normally utilized by the State highway departments.

(2) *Wages.*—Worker trainees will be paid wages equal to the State or Federal minimum wage or the prevailing wage in the county for this type of part-time work of highway beautification. No funds will be released to the State projects by Green Thumb until documentation has been obtained concerning local prevailing wage.

(3) *Hours.*—The regular workweek for the State staff will be 40 hours per week. The normal workweek for worker-trainees will be 24 hours per week. The normal day will be 8 hours per day. Any work in excess of 40 hours per week or 8 hours per day for workers will require statements as to why it was necessary under unusual circumstances and where it was also required for other employees.

(4) *Workmen's compensation.*—Workmen's compensation protection must be provided for all workers and funds for employment of worker-trainees will not be made available to the State project until workmen's compensation is provided.

(5) *Employment conditions.*—(a) All employees will be covered by social security and general liability insurance. They will not be covered by unemployment insurance coverage, because of (1) the nature of the project, (2) the definite time limitation of the project (1 years), and (2) it is classified as a work training experience.

(b) The State project director (and by delegation the State field supervisor) is the only person who has the authority to hire and fire workers or apply discipline; however, the working foreman will take direction either from the State director or his field supervisor.

Worker-trainees will be expected to maintain good work standards similar to those of the State highway department.

Worker-trainees will be under the immediate supervision of the working foreman. In matters of personnel, training, work instruction, and administration, the foreman will take direction either from the State director or his field supervisor. The working foreman will also take direction concerning work instructions from the State highway supervisory personnel.

State highway department will also assist in establishing local health and safety standards, in addition to those established by National Green Thumb (as adapted from title V projects under the Economy Opportunity Act). (See below.)

(c) Employees may appeal grievances to the State project director or to a grievance subcommittee of the State advisory committee. These in turn may be appealed to the

national project director and the Grievance Subcommittee of the National Advisory Committee.

(d) The State project director, the State Farmers Union offices, along with the State employment service and other State agencies cooperating in the project will aid worker-trainees in seeking further employment. Part of the training program will be devoted to postproject employment. The State farmers union, as a part of its responsibility, will assist workers in finding employment or other aid. The State Farmers Union president or staff and the Green Thumb project director will meet with those individual trainees who wish to work out plans for continued employment. The State Farmers Union will circulate to prospective employers the names and qualifications of trainees. The State farmers union will also make arrangements for discussions with financial institutions and the Small Business Administration officials, etc., for those wishing to start nursery or gardening businesses. The State office will also maintain relationship with the appropriate labor union to assist in continued employment for these workers.

FEBRUARY 23, 1966.

Memorandum

To: All Green Thumb project staff.

From: Blue Carstenson.

Subject: Progress report.

Jim Johnson, project coordinator for Arkansas, reports that the worker-trainees are now at work in Cleveland County as of today. Last Wednesday the crews went to work in Pike County, Ark. Red Johnson reported that their average age was much older than anticipated—about 71 years of age. They had to provide more medical examinations than anticipated because of bad hearts and hernias discovered in the health examinations. The average income of the worker-trainee hired was about \$700 a year. The reduced income ceiling set by the Office of Economic Opportunity is causing the rejection of many more trying to get along on social security. However, Jim indicates that they could hire double the number allowed if they had more money. After a little difficulty on insurance, they were able to get their workmen's compensation.

I traveled to Minnesota and Oregon last week. Percy Hagen was hired as the State director in Minnesota. He has set up offices in Wadena and is working with the Otter-tail Community Action Council. He says he has free space offered in Wadena for classrooms. He has been on the job less than a week and every day was well below zero. He hopes that everything will be set to go by mid-March.

Russ Steen has tentatively selected his first 10 worker-trainees. Their average age was about 69. He has hired part-time staffers for 3 weeks to help him do recruiting—Clinton Byers, Vern Mohler, and Bob Elkins. The office is functioning. Meetings with the highway commissioner and his staff, the State OEO director, and TAP committees and the employment service have been most effective.

Hank Wilcox and Sam Lipetz are meeting with local extension and Farmers Home rep-

resentatives on a recruitment drive which starts next week. They have opened offices in the same building as the State OEO office. They expect to have things in operation by the middle of March. The earlier attack by the Farm Bureau of New Jersey has now been turned into a public relations and organizational advantage. The Extension Service is giving us real help.

The prevailing wage has been set by the State labor departments (in writing) as follows: Arkansas, \$1.25; Minnesota, \$1.50 (tentatively); Oregon, \$1.50; and New Jersey, \$1.50.

The safety hats are being shipped to you and are on the way. We will provide you with a Green Thumb stencil for the hats and vests which can be applied at class sessions. The vests will be shipped in about 9 days.

Additional Green Thumb projects are being actively worked upon in Wisconsin and we hope that the earlier applications for Iowa and Indiana can proceed shortly.

The first national training session will be held in Denver, Colo., on March 11, 12, 13, 14, and 15, 9 a.m. to 9 p.m., at the National Farmers Union headquarters. On board for presentations to worker-trainees will be Dr. Robert McCan, the national OEO representative who has worked with us on developing Green Thumb, Sidney Spector, Director of Senior Citizens Housing of the Department of Housing and Urban Development and formerly director of the Senate Committee on Aging, plus presentations by Russ Steen and Hank Wilcox and appearances by Jim Patton, Tony Dechant, and Walter Hasty.

We will be housed at the Shirley-Savoy Hotel, 17th and Broadway, starting Thursday evening, March 11, 1966.

We realize that this may change starting schedules in New Jersey and Minnesota but we feel that we have to hold this session at the same time as our national convention to save staff time and travel. The Green Thumb Executive Board will meet on either the 16th or 17th of March. The national advisory committee will meet on Sunday, the 13th, at the NFU headquarters at 3 p.m. This will include representatives of the worker-trainees and chairman of the State TAP committees (excluding New Jersey for this time). The next Green Thumb Advisory Committee meeting will be held in Washington.

As soon as you have workmen's compensation coverage and a State prevailing wage, we can release your additional funds for employing worker-trainees. See you in Denver.

Mr. MORSE. Mr. President, the elderly too have a great stake in this bill. For their sake, for the sake of the country, I urge the Senate not to cut the authorizations in this bill but vote to sustain the full amounts recommended by the committee.

The PRESIDING OFFICER. The bill is open to further amendment.

Mr. BIBLE. Mr. President, I have at the desk amendment No. 947, which I call up.

The PRESIDING OFFICER. The amendment offered by the Senator from Nevada will be stated.

The legislative clerk read the amendment (No. 947), as follows:

At the end of the bill add a new section as follows:

"PUBLIC WORKS AND ECONOMIC DEVELOPMENT ACT OF 1965

"SEC. 26. Clause (3) of section 401(b) of the Public Works and Economic Development Act of 1965 is amended to read as follows:

"(3) no area shall be designated which does not have a population of at least one thousand five hundred persons, except that

this limitation shall not apply to any area designated under section 401(a)(4); and."

Mr. BIBLE. Mr. President, I yield myself such time as I may require to explain the amendment.

First, I ask unanimous consent that the name of my colleague from Nevada [Mr. CANNON] be included as a cosponsor of the amendment.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. BIBLE. Mr. President, this amendment is designed to take care of a situation that arises in my State where we have a number of Indian tribes and Indian reservations.

Section 401(b) of the Public Works and Economic Development Act of 1965 as it now reads puts a limitation of 1,000, populationwise, on Indian tribes and colonies.

I did not realize the difficulty this provision created in my own State until it was called to my attention by the chairman of the planning board of that State.

He pointed out that the Paiute Indian Tribe, in Nevada, which is attempting to develop the Pyramid Lake had not been cleared under the Area Redevelopment Agency.

In the meantime, the law which I am seeking to amend, was passed, which included the 1,000 population limitation. The Pyramid Lake Paiute Tribe cannot meet this population limitation requirement, because at the last census it had only 399 members.

They are very anxious to be brought under the purview of the law, because they had arranged this originally with the Area Redevelopment Agency. The application had been cleared. However, they do not qualify under the limitation of population.

I have found, in checking the tribes in my State, that there is no tribe that has as many residents on the actual reservation that is required under the present law. The populations vary in size from 59 to 817.

These people are badly in need of help under this particular legislation. The amendment is intended to qualify them. It must be checked and approved both by the Department of the Interior and the Department of Commerce, before they qualify. This should be an adequate safeguard.

I have talked the amendment over with the manager of the bill and members of the committee as well. I am advised they have no particular objection to this amendment.

Mr. DIRKSEN. Mr. President, will the Senator yield?

Mr. BIBLE. I yield.

Mr. DIRKSEN. I understand Mr. FANNIN is a cosponsor.

Mr. BIBLE. I am delighted to add his name to the amendment, because I am certain there are tribes in his State who are likewise affected. I ask that his name be added as a cosponsor.

Mr. RANDOLPH. Mr. President, will the Senator from Nevada yield?

Mr. BIBLE. I yield.

Mr. RANDOLPH. The legislation referred to and sought to be amended is the Public Works and Economic De-

velopment Act. We have attempted, insofar as possible, to make the act applicable to the needs of the people and the people within communities.

I have had the privilege of discussing this matter with both the Senator from Nevada [Mr. BIBLE] and the Senator from Arizona [Mr. FANNIN]. Those of us who worked on the basic legislation within the Public Works Committee, are concerned that the act will actually help people to help themselves, and that is the end contemplated by this amendment.

Mr. JAVITS. Mr. President, will the Senator yield?

Mr. BIBLE. I yield to the Senator from New York.

Mr. JAVITS. Mr. President, we on this side have looked the amendment over. The Senator from Arizona [Mr. FANNIN] is for it. We cannot see anything wrong with it.

Since it is a matter of first impression for us, that if something develops in the conference that bears upon it, we ask that we have the privilege of discussing the matter with the Senator if any basic, substantive questions arise.

Mr. BIBLE. I understand the caveat the Senator from New York raises. I think it is a proper one, and I shall be happy to proceed with that understanding.

Mr. President, I am prepared to yield back the remainder of my time.

Mr. CLARK. Mr. President I should like to have just 1 minute to clarify the record.

This amendment applies, as I understand it, tries to correct an unfortunate and perhaps unworkable limitation on the benefits which can be given to members of Indian tribes, in instances where the tribe is less than 1,000 strong. It has been discussed with majority and minority counsel. Accordingly, I am prepared to accept it.

Mr. BIBLE. I appreciate the sentiments of the Senator from Pennsylvania. I yield back the remainder of my time.

Mr. CLARK. I yield back the remainder of my time.

The PRESIDING OFFICER. All time having been yielded back, the question is on agreeing to the amendment of the Senator from Nevada.

The amendment was agreed to.

The PRESIDING OFFICER. The bill (S. 3164) is open to further amendment. If there be no further amendment to be proposed, the question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed for a third reading, and was read the third time.

The PRESIDING OFFICER. The bill having been read the third time, the question is, Shall it pass?

Mr. CLARK. Mr. President, there has been so much confusion here that I was not able to hear what was going on.

It is my understanding that the Senator from Virginia [Mr. BYRD] has an amendment which he wished to offer. It occurs to me that, despite the fact that we have had the third reading, we ought

to have a short quorum call. Is that agreeable?

Mr. DIRKSEN. As I recall the amendment, I do not believe it is germane under the time limitation.

The PRESIDING OFFICER. We have already had the third reading. That procedure would require unanimous consent.

Mr. CLARK. I was going to ask unanimous consent.

Mr. DIRKSEN. All right, suppose we have a short quorum call.

Mr. CLARK. Mr. President, I ask unanimous consent accordingly.

Mr. RUSSELL of Georgia. Mr. President, without objection, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. CLARK. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. CLARK. Mr. President, I yield myself 3 minutes on the bill.

As a result of the adoption of the Dirksen amendment, there is a technical deficiency in the bill with which we should not go to conference with. Because the Dirksen amendment merely dealt with the total money figure, it is necessary, in order to get the bill in proper legal and legislative shape, to put into it a technical amendment, without which the bill is imperfect.

Therefore, I ask unanimous consent that the order for the third reading be vacated, in order that I may represent this technical amendment.

The PRESIDING OFFICER. Is there objection to the request of the Senator from Pennsylvania? The Chair hears none, and it is so ordered.

Mr. CLARK. Mr. President, I send to the desk an amendment and ask that it be stated.

The PRESIDING OFFICER. The amendment will be stated.

Mr. CLARK. Since we have only one copy, and since it is short, I will read it.

The amendment is as follows:

On page 18, beginning at line 24, strike everything up to and including line 3 on page 19 and substitute therefor the following: "exceed \$568,000,000 for the purpose of carrying out title I of such Act; \$944,000,000 for the purpose of".

On page 19, line 7, strike "\$160,000,000" and insert in lieu thereof "\$100,000,000".

The purpose of this amendment is to bring the total of the authorizations in the bill to the amount which the Senate fixed when it adopted the Dirksen amendment.

Mr. RUSSELL of Georgia. Mr. President, will the Senator yield?

Mr. CLARK. I am happy to yield to the Senator from Georgia.

Mr. RUSSELL of Georgia. I ask the Senator how the figures that make up those components in the Senator's amendment compare with the figures submitted by the President.

Mr. CLARK. The total is identical with the budget figure of the President.

Mr. RUSSELL of Georgia. I understand.

Mr. CLARK. The amount on title II, which has been in controversy all day long, is identical with the amount recommended by the President.

I have here a sheet, which I shall be glad to show the Senator from Georgia, which gives the detailed breakdown of the figures which total the \$1.75 billion which the Dirksen amendment requires.

There is one change made. Title V, which is the work experience title, has been decreased by a total of \$60 million, which has been added to title I for the purpose of refurbishing and keeping alive the programs there.

Mr. RUSSELL of Georgia. Do I understand that this does not affect the amendment offered by the Senator from Vermont, and agreed to by the Senate earlier, providing that a third of these funds will be set apart?

Mr. CLARK. Not at all.

Mr. DIRKSEN. Mr. President, every one of the component items that makes up the total is so phrased that it says "not to exceed x dollars shall be expended," for that title or that part of the title. There is ample flexibility, even administratively, to modify this. We had some discussion about it, and came to that conclusion. If that is not correct, it is a very easy matter to modify those in conference to make them conform.

But, because of the flexibility of the language in the bill, it occurs to me that that takes care of it very nicely.

Mr. CLARK. Mr. President, I am not going to argue with my friend from Illinois about a matter which is strictly technical. I wish to assure the Senator from Illinois and everybody else that the bill is defective unless we agree to this amendment.

Mr. RUSSELL of Georgia. Mr. President, the Senator is undoubtedly correct that the bill would be legally defective if we leave those amendments there, unless there is some transferability clause in the bill. I assume there is. Unless there is some very elastic transferability clause in the bill, it would be very seriously defective.

Mr. CLARK. I say to the Senator from Georgia that there is a flexibility clause in title II, which is the controversial title of the bill.

Mr. RUSSELL of Georgia. Between titles?

Mr. CLARK. Not between titles.

Mr. DIRKSEN. I have no objection to going ahead and voting on it.

Mr. CLARK. Mr. President, I press the amendment.

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Pennsylvania.

Mr. JAVITS. One question. This does not exclude any programs now in the bill?

Mr. CLARK. It does not.

Mr. JAVITS. The programs contained in the bill would remain as they are?

Mr. CLARK. The Senator is correct.

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Pennsylvania. [Putting the question.]

The amendment was agreed to.

The PRESIDING OFFICER. The bill is open to further amendment.

Mr. CLARK. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. CLARK. Did we reconsider the third reading?

The PRESIDING OFFICER. The Senator is correct.

Mr. CLARK. Mr. President, the Senator from Virginia [Mr. Byrd] has an amendment which I am respectfully unable to agree to. I suggest that he take whatever time he needs to present his amendment.

Mr. BYRD of Virginia. Mr. President, I call up my amendment No. 946 and ask that it be stated. The amendment is self-explanatory.

The PRESIDING OFFICER. The amendment will be stated.

The legislative clerk read as follows:

On page 49, between lines 14 and 15, insert the following new section:

"PROHIBITION AGAINST ASSISTANCE TO ANY INDIVIDUAL WHO INCITES A RIOT AND TO ANY SUBVERSIVE ORGANIZATION

"SEC. 24. Title VI of the Economic Opportunity Act of 1964 is amended by adding at the end thereof the following new section:

"PROHIBITION AGAINST ASSISTANCE TO ANY INDIVIDUAL WHO INCITES A RIOT AND TO ANY SUBVERSIVE ORGANIZATION

"SEC. 618. (a) None of the funds appropriated pursuant to this Act may be used to provide payments, assistance, or services, in any form, with respect to any individual who—

"(1) incites, promotes, encourages, or carries on, or facilitates the incitement, promotion, encouragement, or carrying on of, a riot or other civil disturbance in violation of Federal, State, or local laws designed to preserve the peace of the community concerned or to protect the persons or property of residents of such community; or

"(2) assists, encourages, or instructs any other individual to commit or perform any act specified in paragraph (1).

"(b) or is a member of any organization designated as a subversive organization by the Attorney General of the United States."

On page 49, line 16, strike out "SEC. 24" and substitute "SEC. 25".

On page 50, line 7, strike out "SEC. 25" and substitute "SEC. 26".

Mr. BYRD of Virginia. Mr. President, I will be very glad to discuss the amendment at length if it is necessary. However, it seems to me that the amendment is clear on its face.

The amendment was agreed to in the House of Representatives in identical form with one exception, and that is with respect to paragraph (b) on page 2.

Mr. CLARK. Mr. President, will the Senator yield?

Mr. BYRD of Virginia. I yield.

Mr. CLARK. Mr. President, if the Senator would strike paragraph (b), which is very controversial indeed, I would certainly have less objection to his amendment, and he might get a couple of more votes.

Mr. BYRD of Virginia. Before making a decision to do so, I ask the Senator from Pennsylvania if he would accept the amendment under those conditions.

Mr. CLARK. I would be willing to accept it and take it to conference, but I do not think my friends on the Republican side would.

Mr. BYRD of Virginia. The amendment is a reasonable one. We are dealing with the money of our taxpayers.

It would not be appropriate that any of these funds be expended in the interest of any individual who participates in, promotes, encourages, or incites riots or disturbances, or who is a member of an organization designated as subversive.

I will be very glad to discuss the amendment further if it needs additional discussion, but it seems to me that it is very clear.

Mr. President, I ask for the yeas and nays.

The PRESIDING OFFICER. Is there a sufficient second? There is a sufficient second, and the yeas and nays are ordered.

The yeas and nays were ordered.

Mr. CLARK. Mr. President, may I be recognized before the yeas and nays are ordered? I hope that we would not call for the yeas and nays before we have a short quorum call to decide what the leadership wants to do with respect to the matter.

Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. HOLLAND. Mr. President, a point of order.

The PRESIDING OFFICER. The Senator will state it.

Mr. HOLLAND. Have the yeas and nays been ordered?

The PRESIDING OFFICER. They have been ordered.

Mr. HOLLAND. It would take a unanimous-consent agreement to vacate the further action that the Senator from Pennsylvania suggested.

The PRESIDING OFFICER. A quorum call is in process at the moment, and the clerk will resume the call of the roll.

The legislative clerk resumed the call of the roll.

Mr. JAVITS. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. CLARK. Mr. President, may we have order?

The PRESIDING OFFICER. The Senate will be in order.

Mr. JAVITS. Mr. President, I think I can say, with the permission of the minority leader, that I will yield myself 5 minutes under the bill.

Mr. President, the amendment which was just referred to by Senator Byrd was adopted in the House, but not in the same language. This poses very serious problems for all of us.

I appeal to those of my colleagues who are lawyers to listen to me now, because a very profound civil liberties question is involved. The press has properly attacked the so-called riot amendment, which was adopted in the House, as a real exercise of a judgment in vagaries.

The House amendment is as follows:

No part of the funds authorized to be appropriated by this Act to carry out the provisions of the Economic Opportunity Act of 1964 shall be used to provide payments, assistance, or services, in any form, with respect to any individual who—

(1) incites, promotes, encourages, or carries on, or facilitates the incitement, promotion, encouragement, or carrying on of, a riot or other civil disturbance in violation of Federal, State, or local laws.

If what the Senator from Virginia means to do is to bring the House provision over to the Senate his language is not the same. He says "may be used." He does not say "shall be used." He says "may be used." That is the amendment of the Senator from Virginia. But in presenting it to the Senate, he said it is the same as the House amendment. Therefore, we must assume that the word "may" is mandatory. It can be construed either way. He has construed it himself.

Mr. President, if this is mandatory, the amendment would then require a trial by the administrator in the case of every individual who is a poverty recipient, including—because this deals with direct or indirect assistance in any form—any client of a community action agency.

Mr. President, we had our experience with this subject in the student loan program, when we imposed a similar condition with respect to those who were eligible to get loans, a condition which was violently objected to on the floor. Many colleges did not take the loans, and we finally had to recede from that condition. We now have that experience in the case of medicare, with aged people having to fill out a non-Communist affidavit, to which there is enormous objection in the country. Now, Mr. President, we are going to put it into the poverty program, with the millions—literally millions—of people who are concerned.

Either it will not be obeyed, or it will impose an intolerable burden upon the administrator and further demean those who become clients or beneficiaries of the poverty agency. Especially is this inappropriate as the acts referred to are already criminal. It is the normal tradition of our country to punish a man for a crime, but a bill of attainder is not issued against him.

Mr. GORE. Mr. President, will the Senator yield?

Mr. JAVITS. I yield.

Mr. GORE. As a matter of interpretation, there are several "or's" here. Let us take the latter half of each clause. I should like to ask the Senator just what is the meaning of, and of what must one be guilty, to "facilitate the encouragement of a civil disturbance."

Mr. JAVITS. I suppose that if one opens the door or closes the door of his house in such a way as to aid a mob which is in the street, depending upon the circumstances, he might be "facilitating" either by harboring its members or by preventing anybody from seeking shelter. I have no idea what its limits are.

Mr. GORE. This says "facilitate." A riot is one thing, but to "facilitate the encouragement of a civil disturbance in violation of a local law" is another. What kind of law, and what is the civil disturbance? This amendment is not confined to riots.

Mr. JAVITS. The Senator is helping me immeasurably.

I think this is a can of worms we are opening, which the House was unwise enough to open. We are going to deal with it in conference. This bill has been on the rack enough now. We are going to lock this provision in if we adopt it.

Mr. GORE. Does the Senator agree that this is far more encompassing than the incitement to riot?

Mr. JAVITS. There is no question about that.

The Senator, as a lawyer, has pointed out the enormous barn doors which are open in this situation and left to the judgment of the administrator. He may never have time to do anything else but make such judgments in the literally millions of cases, given this mandatory provision.

Mr. President, just because the House could not see the problem in this matter—without any disrespect—does not mean that we should be blind.

I think it is demeaning to the poor, who would be the beneficiaries of these programs. We would be just blindly following the House.

I hope that good sense, good judgment and sound administrative understanding in the Senate will turn back this amendment. I know that the Senator from Virginia means very well and that he feels deeply exercised about those who foment riots. But we are running the Government, and this Government does not issue bills of attainder. If a man has committed a crime, he will be punished. I hope that, in the exercise of decent and intelligent judgment, the Senate will turn down this amendment.

The PRESIDING OFFICER. The time of the Senator has expired.

Mr. JAVITS. I yield myself 5 additional minutes on the bill.

Mr. GORE. Mr. President, will the Senator yield?

Mr. JAVITS. I yield.

Mr. GORE. If two individuals become involved in fisticuffs, would that be a civil disturbance?

Mr. JAVITS. I think it might easily be a civil disturbance. It would pose a problem for the administrator. And if one fellow held the other chap's coat, I think he probably would be facilitating the disturbance.

Mr. GORE. I am attempting to ascertain the meaning of this all-sweeping amendment.

Mr. JAVITS. The Senator has never said a truer word than in calling it all-sweeping. We are getting into a can of worms, and one which is quite irrelevant to the basic subject of poverty. Because the House did it, we are supposed to do it.

Mr. LAUSCHE. Mr. President, will the Senator yield?

Mr. JAVITS. I yield.

Mr. LAUSCHE. The amendment of the Senator from Virginia premises the imposition of the penalty on the basis that a law has been violated. Now, then, if there is violation of law, are we to suppose that such conduct should be encouraged and condoned?

One of the great problems confronting our country today is the absolute indifference with which we are looking upon violation of law. I just heard the Senator from Tennessee discuss the subject,

and he asked what type of law was meant. Well, if it is a law, it is a law. And the law should be obeyed, whether the person believes in it or not.

So, I should like to ask the Senator to justify his position that the violator of a law, or an organization that induces the violation of a law, should be given aid under the program.

Mr. JAVITS. There are two answers to the question. One, this says "violation of a law." It does not require the finding of a court by conviction or any other judicial proceeding. The administrator will have to find in each case whether or not a local, Federal, or State law has been violated.

Second, Mr. President, in our country we do not impose sanctions under various laws for the violation of all kinds of other laws. We do not do it with the maritime industry, we do not do it with the transportation industry, we do not do it with the airlines, we do not do it with the farmers, we do not do it with a host of people who benefit under other programs of this Government. Why do it with the poor man, who can least afford it? It is basically unfair.

In addition, it is an administrative monstrosity, because it does not require a judicial finding or a conviction or anything else. It just says that the administrator shall determine that a person has or has not violated some local law, which could be, as the Senator from Tennessee truly says, a fistfight altercation between two men.

The man has not been tried by a magistrate, but there is a mandate to the administrator of the OEO to deny him any participation in that program, not only directly, if he is in the Job Corps, or one of the other programs, but indirectly, if he benefits from the Headstart program or another program.

Mr. RUSSELL of Georgia. Mr. President, I may say to the Senator that up until about 3 years ago I would have agreed completely with everything he said. But the Congress has now passed laws which put in the agencies of this country the power, administratively, if they find that any school has an improper proportion of teachers as to races, or students as to races, or hospitals as to races, to deny them any funds without any legal action being taken at all other than by administrative findings.

I did not believe it then, but we have it now on a tremendous scale, and in language sketchier than this.

The Department of Health, Education, and Welfare can deny funds and take away from people money to which they are otherwise entitled, just as this proposes to take away money from people who happen to violate the laws with respect to rioting. This is much more clear. The Department of Health, Education, and Welfare is denying funds to school districts and to hospitals in this country.

Mr. LAUSCHE. Mr. President, will the Senator yield?

Mr. JAVITS. Mr. President, first I wish to reply.

With all due respect to the distinguished Senator from Georgia [Mr. RUSSELL] I wish to point out that I was

stating that this provision applied to millions of individuals, rather than to institutions or organizations that have books and representatives, and so on.

It is the single individual who is the beneficiary under this program, and there are some 4 million such individuals, so that the administrator is given a burden that nobody could carry.

Mr. RUSSELL of Georgia. The Senator is an able lawyer. The Senator is one of the ablest lawyers I have known but he undertakes to make that distinction without their being a real question.

Mr. JAVITS. Mr. President, I respect the view of the Senator, but I disagree. There is a great difference in dealing with hospitals and schools.

The PRESIDING OFFICER. The time of the Senator has expired.

Mr. JAVITS. Mr. President, I yield 2 additional minutes to myself.

Mr. President, there is an unbelievable multitude of individuals in the poverty program.

Mr. LAUSCHE. Mr. President, will the Senator yield?

Mr. JAVITS. I yield.

Mr. LAUSCHE. The Senator says that there should be a finding by a court. I submit to the Senator from New York, if he is acquainted with the law in the degree I believe he is, findings of another court generally are not accepted as conclusive of the facts involved in a dispute. But if he is correct and he says there should be a finding of court, what would he say if a court in Mississippi made a finding? Does the Senator say that that should be binding upon the Administrator?

The PRESIDING OFFICER. The time of the Senator has expired.

Mr. JAVITS. Mr. President, I yield myself 5 minutes.

Mr. President, in answer to the question of the Senator from Ohio [Mr. LAUSCHE], I did not concede that the only thing wrong with this was the lack of a finding by the court. I simply pointed out that there was not even that much assistance to help the Administrator implement this provision.

In addition, I am well acquainted with the rule on recognition of collateral judgments. That is not involved here. The Administrator would himself have to try every case. But the provision would be bad if it had that qualification on collateral judgments because of the multiplicity of administrative effort and because it runs so much against the grain of American tradition in connection with alleged crime.

Mr. LAUSCHE. How does the Senator answer the argument of the Senator from Georgia [Mr. RUSSELL]?

Mr. JAVITS. I answered that by saying that we are dealing in civil rights acts with establishments and not with millions of individuals, which is what we have here.

If this step is taken here it should be taken in every farm program. In all fairness and decency, there should be a similar standard in every farm program. I can see smiles on the faces of some Senators when I make that suggestion. We would not think of it. There is not

any more reason here than in the case of the loans to college students, on which we marched up the hill and down the hill. They had the gumption to protest. I do not know about the poor. They may have to lie down and take it.

Mr. THURMOND. Mr. President, will the Senator yield?

Mr. JAVITS. I yield.

Mr. THURMOND. Mr. President, I can wait. I was going to propound a question.

Mr. RUSSELL of Georgia. Mr. President, I had not intended to get into this argument at all. I learned several years ago that when certain issues are mentioned the Senate does not operate at all on reason, or justice, or rationality, but purely on emotions.

When I heard the distinguished Senator from New York [Mr. JAVITS] reply that this is for poor people I could not help but think of the impoverished little school districts in my State where poor children are feeling the brunt—and you can say what you will. They are the ones. It is not the trustees. It does not take from the trustees in the school district, or from the teachers, but it hurts the children of the school district when they are denied funds purely on administrative findings and in many cases on merely a hearing.

In the case of hospitals you are dealing with the sick, the lame, and the halt, those suffering from some dire disease.

It is not correct to say you do not hurt any poor person when you deny funds to a hospital. You do not hurt the trustees of the hospital when you withdraw funds from them and threaten to close their doors. Most of them are in good health and able to get a doctor.

The people who lose by it are the poor, more often than not the cases in the hospital beds, having some public funds of the community. They are the ones who are hurt.

Talk to me not about the poor being injured by this amendment and say that these so-called guideline proposals that take money from the poor, schools, and hospitals, do not affect the schools. There is a striking similarity here in the two cases.

The Senator from New York [Mr. JAVITS] is right in his legal argument that it is a terrible thing to have administrative findings weigh so heavily on the people of any community, whether they be poor or rich—findings of any bureaucrat, whether it is in the Federal Government or the State. But it is here.

In my own State I see the result in the very poorest sections of the State and the very poorest people of the State.

If you are going to get it down to a measure or standard of poverty, that is where you will feel the pinch; it hurts those suffering from some disease who are in a hospital that is denied any Federal funds.

Mr. LAUSCHE. Mr. President, will the Senator yield?

Mr. RUSSELL of Georgia. I yield.

Mr. LAUSCHE. Does the Senator know of any provision in the laws that we have in the allocation of grants and loans which provide that before loans

and grants can be given there must be a judicial finding as distinguished from a finding of a bureaucrat?

Mr. RUSSELL of Georgia. I know of no requirement for judicial findings. All are done on administrative findings.

The only reason I rose was because the Senator from New York stressed the poor people.

I know something about poverty. I lived in a very poor area of my State all of my life, and I know that these administrative findings weigh as heavily or more heavily on poor people than on any other under this proposed amendment.

I am not particularly enamoured of the amendment. I do not believe in these findings' being used so harshly against citizens of the United States, but if they are going to be used, they should be used uniformly.

Mr. GORE. Mr. President, will the Senator from New York yield?

Mr. JAVITS. I yield 5 minutes to the Senator from Tennessee.

The PRESIDING OFFICER. The Senator from Tennessee is recognized for 5 minutes.

Mr. GORE. Mr. President, there is an old adage that two wrongs do not make a right. The Senate will recall that, with a heavy heart, I voted against the civil rights bill of 1964, after I was unable, by amendment, to strike from the bill title VI, which I thought gave sweeping authority for administrative arbitrariness, and possible tyranny, in withholding funds which, as the able and distinguished Senator from Georgia [Mr. RUSSELL] has stated, hurts those who have committed no wrong and who need help the most.

I voted against the bill because of that, and I do not now propose to vote for the same principle of withholding funds for an indefinite and obscure reason, subject to the interpretation of an administrative official.

The fact that the other House passed this amendment lends no particular value to it. It must have been passed in haste. If Senators will just read the proposed amendment and go beyond the word "inciting" and the word "riot," they will find indefinite terms such as "facilitating the encouragement of a civil disturbance."

I do not know what that means, and no one has been able to tell us what it means. I do not propose to vote to withhold funds to relieve poverty because some administrative official may have determined that a group of persons may have "facilitated the encouragement of a civil disturbance."

It seems to me that this is an ill-advised amendment that vests arbitrary authority upon Federal officials in a field of human relations that is the province of local and State authorities. Whose prerogative or duty should it be to determine if someone is guilty of creating or "facilitating the encouragement of a civil disturbance in violation of local laws? It seems to me that both the judgment and punishment belongs in local authorities. This, at least, is a

doubtful province for Federal withholding of funds.

Mr. LAUSCHE. Mr. President, will the Senator from Tennessee yield?

Mr. GORE. I yield.

Mr. LAUSCHE. In other words, the Senator from Tennessee is attempting to present to the Senate an argument showing his consistency, but that consistency does protect the Senator from Tennessee but does not protect the Senator from New York, who advocated one system with regard to one class and now advocates another system with regard to another class.

Mr. GORE. Well, Mr. President, I have not always been consistent. I think the principle involved in both instances is far more important than my consistency or my inconsistency, and I apologize to the Senate for the immodesty of the reference. I thus sought to make a point.

Mr. RUSSELL of Georgia. Mr. President, if the Senator from Tennessee will yield just a moment, I wish to say to him that he is one of the few people here whose credentials permit him to make the statement he has just made.

Mr. GORE. Mr. President, I appreciate that encomium but the principle involved here is wrong. If a man has committed a civil disturbance and has gotten into fisticuffs or a fracas there are local laws on the books to take care of him. Why should the Senate undertake to withhold funds on a poverty program for such a reason as that?

This amendment is not worthy of the Senate. I wish the Senator from Virginia would withdraw it.

Mr. SALTONSTALL. Mr. President, will the Senator from New York yield?

Mr. JAVITS. Mr. President, I yield 3 minutes to the Senator from Massachusetts.

The PRESIDING OFFICER. The Senator from Massachusetts is recognized for 3 minutes.

Mr. SALTONSTALL. Mr. President, I shall vote against the amendment but I want to vote for the bill. I want to point out a completely different reason from the argument which has just been made.

In the first place the Senator's amendment proposes as a subsection (b), "If a man is a member of any organization designated as a subversive organization by the Attorney General of the United States." That, in my opinion, would be utterly impossible to administer in a case of this kind where we are trying to get funds to people who so desperately need them and all that goes with it. If we include that statement in the bill, we will be making it impossible to administer this section of the law on a practical basis.

Mr. President, I bring out the second point, which is that the House bill, which does not include that subparagraph about the member of any organization, states:

No part of the funds authorized to be appropriated shall be used to provide * * *.

That is in the House bill. It will be in conference, and if we do not pass this amendment, the conferees can change the "shall" to a "may," if it is important

to the conferees to include that section in the bill. But if we include that subparagraph (b) now, it will be utterly impossible, in my opinion to administer it. The battle will be fought in the conference, so why pass this amendment now in this form?

Mr. CLARK. Mr. President, will the Senator from New York yield?

Mr. JAVITS. I yield 2 minutes to the Senator from Pennsylvania.

The PRESIDING OFFICER. The Senator from Pennsylvania is recognized for 2 minutes.

Mr. CLARK. Mr. President, for reasons so cogently stated by the Senator from Tennessee [Mr. GORE], I am opposed to the amendment.

It is a sort of neo-McCarthy measure. I cannot bring myself to support it.

Mr. KENNEDY of New York. Mr. President, will my colleague from New York yield?

Mr. JAVITS. Mr. President, I yield 2 minutes to my colleague from New York.

The PRESIDING OFFICER. The Senator from New York is recognized for 2 minutes.

Mr. KENNEDY of New York. Let me ask my colleague this question: Is it correct that title VI of the civil rights legislation, which has been discussed on the floor of the Senate today, provides for judicial review in connection with some of these matters?

Mr. JAVITS. The Senator is correct. Provision for judicial review from any administrative decision is taken care of under that title.

Mr. KENNEDY of New York. Is there anything in the amendment offered by the Senator from Virginia which carries any allowance for judicial review?

Mr. JAVITS. Certainly not.

Mr. KENNEDY of New York. That is an important distinction to keep in mind.

Let me add my words of commendation for my colleague from New York, who I think has summarized in the best possible way the opposition to the pending amendment. I am also opposed to it. What we have done today—really, earlier this afternoon, in which I believe the administration made a mistake—is a reaction to the victory of Mr. Maddox in Georgia, Mr. Mahoney in Maryland, and the defeat of Representative MORRISON of Louisiana, and some other events taking place in the political lives of all of us across the United States today.

I think the need is acute for the United States to help the poor and needy, and to help those who have been discriminated against for such a long period of time. We turned our backs earlier this afternoon on those who need help so desperately. The pending amendment is a further aspect of trying to deal with this so-called backlash which, in my judgment, is a terrible mistake.

Mr. DIRKSEN. Mr. President, will the Senator from New York yield?

Mr. JAVITS. I yield 2 minutes to the Senator from Illinois.

Mr. DIRKSEN. I am thinking perhaps, Mr. President, that the pending amendment is not germane under the rule. I am not insensible to the fact

that comparable language appears in the House bill, except for the final subsection. It may be that there is no exact precedent that is in point with respect to the matter. It could be submitted to the Senate. Let the Senate pass on its germaneness, and that can be done today. I suggest we let it go to a vote, even though I have doubts about the germaneness of the bill.

Mr. THURMOND. Mr. President, are the proponents going to be allowed to say anything about the amendment?

Mr. JAVITS. The Senator has one-half hour.

Mr. BYRD of Virginia. Mr. President, I yield 5 minutes to the Senator from South Carolina.

The PRESIDING OFFICER. The Senator from South Carolina is recognized for 5 minutes.

Mr. THURMOND. Mr. President, there has been a lot said here about this amendment.

What the amendment would do is this: it would provide that no one would get payment from the fund if he incites, promotes, encourages, or carries on a riot or other civil disturbance in violation of law—Federal law, State law, or local law.

What is wrong with that?

Should an administrator wish to provide funds to anyone who participated in a riot or encouraged a riot, or engaged in a civil disturbance in violation of State, Federal, or local law.

This amendment, to my way of thinking, is sound and will help the administration of the program.

Whether we know it or not, many people have been saying that a great many people engaged in these programs have actually encouraged riots.

I do not know whether that is true but, in my opinion, the pending amendment would be wholesome and the administrator would have the right to withhold funds from any individual who participated in a riot, or promoted one, or engaged in any other civil disturbance.

As the Senator from New York brought out, there is judicial review, in that anyone who feels he is aggrieved by the administrator's action, can appeal. He has that review. So his rights are protected.

Mr. President, it seems to me that with the riots taking place in this country today, the Senate should be eager to adopt this amendment.

There should be no reluctance whatever on the part of the Senate or of every Senator here to adopt this amendment.

We have heard much about civil liberties and terminology along that line. It is said that if we adopt this amendment it will deprive somebody of civil liberties. Mr. President, it deprives nobody of civil liberties. I wonder if in recent years we have not attempted to place the rights of individuals above the rights of society. Sure, I believe in personal rights. I believe in genuine civil rights, but we must put the rights of society above the rights of the individual.

That is what is being done by this amendment—putting the rights of society first. If anyone creates a riot or a civil disturbance, the administrator can

say to him, "You are causing us trouble. You will bring our program in disrepute. Because of that, we cannot keep you on the payroll any longer."

That is the practical effect of the amendment. Again, I say, What is wrong with that? Why should not the administrator have the right to say to any individual, "You are causing a civil disturbance. You participated in a riot. Therefore we are not going to continue you in this program"?

I think to give the administrator of the program this power would be a fine step for the Senate to take, because some of the matters that have been mentioned have gone too far.

As the Senator from Georgia pointed out, to withhold funds from hospitals and schools is a different situation. If funds are withheld from a hospital, a whole group is punished; if funds are withheld from schools, teachers and schoolchildren are being punished. Here it is one individual.

If an individual violates a State or local or Federal law, the Administrator will be saying to him, "We cannot keep you on the program." If he does not pursue that course, the man's rights are not infringed. If he does pursue them and he feels that his rights are infringed, he has the right of review.

I hope the Senate adopts the amendment. The people of the country are disturbed over the riots. It is going to be hard for a Senator to go back home or anywhere else and explain why he took a position contrary to the public good, because if he does not vote to adopt the amendment, that is the position he will be taking.

With regard to subsection (b) of section 618 of the amendment, it is provided that none of the funds appropriated may go to an individual who is a member of any organization designated as a subversive organization by the Attorney General of the United States.

Again I want to ask, Why should anyone receive pay from the Government of the United States who belongs to a subversive organization? What is a subversive organization? A subversive organization is one that would overthrow the Government of the United States. A subversive organization is an organization that does not believe in the republican type of government we have. And if one is a member of such an organization and if he adopts the principles of such organization by joining it, then it seems to me he should be deprived of the right of receiving money from that same government which provides an individual the greatest liberty that has ever been provided to any individual.

Mr. JAVITS. Mr. President, I yield myself 1 minute. I shall yield next to the Senator from Rhode Island [Mr. PASTORE] but before I do so, let me say a word.

I take pride in having listened to my colleagues who have spoken in opposition to this amendment. This is a situation in which we have to keep our heads, when those all around us are losing theirs. That is why we are the Senate. I speak with deep feeling that it was

right for them to speak in opposition to the amendment. I am deeply gratified that so many of my distinguished colleagues have spoken along this line.

I yield now 3 minutes to the Senator from Rhode Island [Mr. PASTORE].

Mr. PASTORE. Mr. President, there is no one in the Senate who feels more strongly against riots and the use of violence in order to accomplish civil rights in America than I do. Civil rights in America are guaranteed under the Constitution of the United States. I do not think anyone should indulge in vandalism, rioting, or any kind of violence in order to accomplish the nobility and spirit of those rights.

But this amendment does not belong in this bill. It has no place in this bill because the connotation of this amendment debauches—I repeat, debauches—the poverty program.

To leave the impression that the people who are administering this law are encouraging those who use violence or encouraging any rioting is a bad reflection not only on the program but on the stature of the U.S. Senate. That is the reason why I am against it.

When the proper time comes and the time on the amendment is consumed, I shall move to lay the amendment on the table, because I do not think it belongs in this legislation.

I do not question the sincerity of men who have very strong feelings, because we all do, but to write it into this bill, where it has no place, I repeat again, debauches a bill by which we are trying to help the poor in this country.

Mr. JAVITS. Mr. President, I would be prepared to yield back my time, so that the Senator from Rhode Island [Mr. PASTORE] might make his motion. I do not know the desire of the Senator from Virginia [Mr. BYRD].

Mr. BYRD of Virginia. Mr. President, I yield 5 minutes to the Senator from Florida [Mr. HOLLAND].

Mr. HOLLAND. Mr. President, I do not agree with my distinguished friend, the Senator from Rhode Island, when he says that the purpose of this amendment or its meaning would tend to debauch this act. This amendment is very much like one which was proposed in the House of Representatives, and overwhelmingly adopted. It had been offered by a colleague of mine from Florida, who comes from a city which had a very unpleasant experience with one of the institutions set up under the poverty program.

That colleague of mine was trying to clean up the program in some ways. I think what he meant by the amendment, and I think this is the way the amendment would be enforced, is to insist that clients under the Job Corps program, who are getting training at a cost greater than it would take to send those clients to the most expensive university should desist from participation in riots and acts of violence, and if they do undertake such activities they should automatically lose their right to continue to get the beneficence of the Government out of the pockets of the taxpayers.

It means that members of the Youth Corps—and that is another one of the

organizations which has been in trouble and disrepute—must have some notice that if they get into that kind of activity they automatically forfeit their right to the training which is given them at public expense under the provisions of the Poverty Act.

There are some words in the amendment which I would change. I would change the word "may" in line 5, page 2, to "shall." I think it should be mandatory.

I would strike out all of line 9, on page 2, and the first four words in line 10, so as to eliminate the difficulty very properly referred to by the Senator from Tennessee, because those words, "or facilitates the incitement, promotion, encouragement, or carrying on of," are difficult words to interpret, and I think they go too far.

That would leave the amendment reading "incites, promotes, encourages, or carries on a riot or other civil disturbance in violation of Federal, State, or local laws designed to preserve the peace."

I cannot see, to save my soul, why anyone should want some of the characters who are clients of this program in the Job Corps and in the Youth Corps to feel that they can engage in these riotous disturbances and still be proper subjects for the beneficence of their Government. Because I feel that way, I certainly shall support the amendment.

Mr. LAUSCHE. Mr. President, will the Senator yield?

Mr. HOLLAND. I am happy to yield.

Mr. LAUSCHE. Will the Senator read again how the amendment would read if his suggestion were accepted by the Senator from Virginia?

Mr. HOLLAND. I would strike the word "may" and insert the word "shall" in line 5 of the printed amendment—that is the fifth word in the line—and I would strike all of line 9 and the first four words in line 10.

Mr. LAUSCHE. How would it read then?

Mr. HOLLAND. Section 1, which is the section that would be changed, would read as follows:

(1) incites, promotes, encourages, or carries on a riot or other civil disturbance in violation of Federal, State, or local laws designed to preserve the peace of the community concerned.

I see no reason in the world why a generous government, trying to help people of the kind that it is seeking to help—and they have made a great many mistakes in their selections, and I suppose they will continue to do so, because, after all, they are dealing with an element that is untrained, uncouth, drop-outs, many of them delinquents, and they are bound to make mistakes—when those people who have made those mistakes go further, and engage in riots and demonstrations against the peace of the areas where they are being trained, I think the Administrator should be directed by Congress to drop them from the program.

Mr. PASTORE. Mr. President, will the Senator yield?

Mr. HOLLAND. I am happy to yield.

Mr. PASTORE. As a matter of fact, I would go so far as to say that any administrator who allowed any assistant to do any of the acts enumerated in this amendment ought to be fired.

Mr. LAUSCHE. Amen.

Mr. PASTORE. There is no question about that. I hope we are not creating the impression here that those opposing this amendment are for riots, or that we are encouraging anybody in Federal employment to be for riots.

All I am saying is that the connotation is bad, and if Mr. Shriver or anybody else encourages anybody in his department to incite a riot, to use a gun or a knife, or engage in vandalism, he ought to be fired.

But that is not what we are talking about here today. Why withhold funds from anybody who does that?

The PRESIDING OFFICER. The time of the Senator from Florida has expired.

Mr. BYRD of Virginia. Mr. President, I yield 5 additional minutes to the Senator from Florida.

Mr. HOLLAND. Mr. President, I think I agree completely with the Senator from Rhode Island, that what we are trying to do is have the Senate say that it, too, agrees with the Senator from Rhode Island, and to clothe the Administrator of this program with a mandate from Congress that we think he does have the authority, and that we do direct him, when riots and demonstrations which are violent break out, and when his trainees take part in them, to automatically cut them off.

I yield to the Senator from Virginia.

Mr. BYRD of Virginia. I thank the Senator from Florida.

Mr. President, I ask unanimous consent to modify the amendment in accordance with the recommendations of the Senator from Florida.

Mr. CLARK. Mr. President, reserving the right to object, have not the yeas and nays been ordered?

The PRESIDING OFFICER. The yeas and nays have been ordered.

Mr. CLARK. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator will state it.

Mr. CLARK. Is it not true that an amendment cannot be modified after the yeas and nays have been ordered?

The PRESIDING OFFICER. The Senator is correct, except by unanimous consent.

Mr. HOLLAND. Mr. President, we can reoffer it immediately, in a corrected way. I hope the Senator will not refuse that right.

The PRESIDING OFFICER. Is there objection to the request of the Senator from Virginia? The Chair hears none, and it is so ordered.

Mr. JAVITS. Mr. President, I yield 2 minutes to the Senator from Vermont.

Mr. AIKEN. I ask the Senator from New York, does he interpret this proposed amendment to mean that the children of a person who had committed any of these prohibited acts would be denied the right to participate in the Headstart program?

Mr. JAVITS. In my opinion, in response to the Senator from Vermont, if he will yield to me, may I say that the words used here, even after the amendment made by unanimous consent, relate to funds appropriated pursuant to this act to provide payments or assistance or services in any form. A parent of a Headstart child is responsible for that child, and for the care and training of that child; therefore, as Headstart would take over some of the responsibility of that parent by giving that child preschool training, those are services which may well also go to the parent and which, in my judgment, may bring the parent under the provisions of this particular section. That is only my opinion, however, and would not, I hope, be binding in any way with respect to this provision.

Mr. AIKEN. And it would be the children of a shady character who would receive the punishment for what their parent may have done in violation of the law by inciting a riot or doing any other prohibited act?

Mr. JAVITS. If the Senator will yield further, my answer to that question is "Yes," and I say that he emphasizes the viciousness of this amendment, because there are over 500,000 children in the Headstart program, and 4 million people under the antipoverty program. Every one of them would be affected, directly and personally, by this particular amendment.

Mr. AIKEN. Does the Senator feel that it would be in the best American traditions to punish the children for the sins of the fathers?

Mr. JAVITS. I think really, Mr. President, the best argument on that was made by the Senator from Tennessee [Mr. GORE] when he said it just does not make sense.

It would really dishearten me, make me feel low in heart, if this amendment were to carry.

Mr. GORE. Mr. President, will the Senator yield?

Mr. JAVITS. I yield.

Mr. GORE. The amendment unquestionably is improved by the change, but let me point out that sufficient change has not yet been made. Funds are to be withheld, still, from someone who encourages or carries on a civil disturbance in violation of Federal, State, or local laws.

Suppose there is a fracas after a high school football game or a dance. We are getting into a field of human relationships and conduct here which properly addresses itself, under our system of government, to the local government, both in determination of what is a violation of local law, and in the punishment. This is not, I agree with the Senator from Rhode Island, the proper vehicle for dealing with race riots.

Mr. JAVITS. Mr. President, I yield myself 1 additional minute, to point out that the words "assists, encourages, or instructs any other individual," to which Senator Gore very properly objected, are still in the amendment, and that the item the Senator from Massachusetts referred to, "or is a member of any or-

ganization designated as a subversive organization by the Attorney General of the United States," remains a provision.

Mr. President, in fairness to the OEO, they have guidelines and groundrules which prevent their money from being used, or the individuals who work for them from engaging in or fomenting any disturbance. They enforce those rules very strictly.

The Senator from Rhode Island [Mr. PASTORE] was absolutely correct; no administrator would stay in office for 3 days who made himself a party to anything contrary to the understanding and the spirit with which we authorize this program.

Mr. CLARK. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senate will state it.

Mr. CLARK. How much time remains on each side?

The PRESIDING OFFICER. The Senator from Virginia has 14 minutes. The Senator from New York has 2 minutes.

Mr. CLARK. Does the Senator from Virginia desire additional time?

Mr. BYRD of Virginia. I yield 3 minutes to the Senator from Maryland.

Mr. TYDINGS. Mr. President, I should like to address a question to the Senator from Virginia along the lines of the colloquy between the distinguished Senator from Vermont and the Senator from New York.

Is my understanding of the language of the bill correct that if the parent of a child in the Operation Headstart program was involved in some sort of brawl or civil disturbance, that that child would not be eligible to continue his schooling?

Mr. BYRD of Virginia. The understanding of the Senator is correct.

Mr. TYDINGS. Would the Senator explain the language in section 618(a) which reads:

None of the funds appropriated pursuant to this Act may be used to provide payments, assistance, or services, in any form, with respect to any individual who—

Where does the Senator draw the line?

Mr. BYRD of Virginia. I do not think the child would be involved in the inciting, promoting, encouraging, or carrying on of a riot.

Mr. TYDINGS. Is it not a service to the parent to have the child in the Headstart program?

Mr. BYRD of Virginia. It is a service to the child also.

Mr. TYDINGS. In the case of the Job Corps or employment training program, in which a parent is enlisted in the retraining program or some type of Job Corps operation, if a parent of the child became involved in a civil disturbance of some type, what would then happen?

Mr. BYRD of Virginia. If an individual incites, promotes, encourages, or carries on, or facilitates the incitement, promotion, encouragement, or carrying on of, a riot or other civil disturbance, then these funds would not be available for that particular individual.

Mr. TYDINGS. It would not apply in any way to any member of the family of the individual?

Mr. BYRD of Virginia. It does not say "family." It says "individual."

Mr. TYDINGS. I know, but the point that concerns me—and I was initially going to vote with the Senator—is that the language of the amendment is such that it would literally be visiting the sins of the father on the child.

Mr. BYRD of Virginia. I do not agree with that interpretation at all. The Senator is privileged to interpret it as he thinks best. That is not the interpretation of the Senator from Virginia.

Mr. TYDINGS. Can the language then not be tightened in some way to protect against such a contingency?

It now reads:

None of the funds appropriated pursuant to this act may be used to provide payments, assistance, or services in any form, with respect to any individual who—

If the occasion involved assistance to a member of the family, it would be assistance in any form.

Mr. BYRD of Virginia. It seems clear to me that it applies to any individual who carries on these activities.

Mr. KENNEDY of New York. Mr. President, will the Senator yield?

The PRESIDING OFFICER. The time of the Senator has expired.

Mr. BYRD of Virginia. Mr. President, I yield myself 2 additional minutes.

The PRESIDING OFFICER. The Senator from Virginia is recognized for 2 additional minutes.

Mr. KENNEDY of New York. Mr. President, what is the definition of the Senator from Virginia of a civil disturbance?

Mr. BYRD of Virginia. The amendment reads:

Incites, promotes, encourages, or carries on, or facilitates the incitement, promotion, encouragement, or carrying on of a riot, or other civil disturbance in violation of Federal, State, or local laws.

Mr. KENNEDY of New York. What is the definition of the Senator?

Mr. BYRD of Virginia. It is a violation of the law with respect to keeping the peace.

Mr. KENNEDY of New York. If two people were to get into a fight, would that constitute a civil disturbance?

Mr. BYRD of Virginia. It would depend on the law of the locality involved. I am not a lawyer, I do not know all the technical ramifications. However, to me, the language is rather clear. It must be in violation of Federal, State, or local laws.

Mr. KENNEDY of New York. I think it is of some significance, if we are to vote on this really rather important amendment, to know the specific definition of a civil disturbance.

I think the amendment is very important. Perhaps it is possible to work out some language which would be acceptable. However, it seems to me that we ought to have hearings and testimony from a representative of the Department of Justice, law-enforcement officials, and others as to the phraseology with respect to this kind of an amendment.

It would be of vital importance. If we are going to vote today on an amendment—that might be very far reaching—which contains language which we cannot define with any exactitude, I think it is a very dangerous precedent.

Mr. BYRD of Virginia. I think the meaning of incitement to riot has already been defined with exactitude over a period of time. The amendment reads: "Riot or other civil disturbance in violation of Federal, State, or local laws designed to preserve the peace of the community concerned."

Mr. KENNEDY of New York. If there is a law in a local community against fighting and two children in the Head-start program get into a fight, would that be a civil disturbance?

Mr. BYRD of Virginia. I would say absolutely not.

Mr. KENNEDY of New York. They would be violating the law. They would perhaps not be prosecuted because they are only 4 years old. However, the Administrator might say that is a civil disturbance.

Could they be thrown out of the Head-start program?

Mr. BYRD of Virginia. I would say absolutely not.

Mr. KENNEDY of New York. What if the children are 16 years old and get into a fight?

Mr. BYRD of Virginia. The Senator can take his interpretation of it. I do not interpret it in that way.

Mr. KENNEDY of New York. We are passing a law here which is of vital importance. Somebody will have to administer the law.

As has been pointed out, this would not be after the parties had been found guilty of a violation of the law. We could define that. We could say: "Who has been found guilty of a violation of the law." However, that is not the way this reads. This says that the Administrator must make that determination himself.

If two 16-year-old children who are receiving funds under a Federal poverty program get into a fight and one of them breaks a window, would that constitute a civil disturbance? I should like to find out.

Mr. BYRD of Virginia. I would assume that the Administrator would use reasonable judgment in handling that matter.

Mr. KENNEDY of New York. I think that is important to the Senate of the United States and particularly to those of us who are concerned about our laws and where we are going and what is being enacted into law in this body.

I think it is very important to have exact definitions of this kind of terminology.

I know that, as the Attorney General, I spent days and days with the Senator from North Carolina [Mr. ERVIN] before a congressional committee, defining every word and phrase in connection with civil rights legislation.

Here we have a very important piece of legislation which we are about to pass in the Senate and we have never had hearings on this particular question to

find out the best way to deal with the problem.

Mr. HOLLAND. Mr. President, I point out to the distinguished Senator from New York that if no hearings were held, the committee had that duty, because the provision is contained in title XII of the House bill, beginning on page 50 thereof.

Mr. President, I ask unanimous consent that title XII of the House bill be printed at this point in the RECORD.

There being no objection, the title was ordered to be printed in the RECORD, as follows:

TITLE XII—GENERAL PROVISIONS

SEC. 1201. No part of the funds authorized to be appropriated by this Act to carry out the provisions of the Economic Opportunity Act of 1964 shall be used to provide payments, assistance, or services, in any form, with respect to any individual who—

(1) incites, promotes, encourages, or carries on, or facilitates the incitement, promotion, encouragement, or carrying on of, a riot or other civil disturbance in violation of Federal, State, or local laws designed to preserve the peace of the community concerned or to protect the persons or property of residents of such community; or

(2) assists, encourages, or instructs any person to commit or perform any act specified in paragraph (1).

Mr. KENNEDY of New York. Do we have any real definition? Can we find out whether there is a definition of civil disturbance? Can the Senator tell me?

Mr. BYRD of Virginia. The Senator is a far better lawyer than I am. I am not a lawyer at all. However, certainly there is a reasonable definition of what constitutes a civil disturbance.

Mr. KENNEDY of New York. For my own information, I called the Department of Justice to find out their definition of a civil disturbance. They do not have any definition of civil disturbance.

I think that if we agree to this language, we would be in a great deal of difficulty.

Mr. BYRD of Virginia. If it is not a violation of the law, then there would be no civil disturbance.

Mr. BAYH. Mr. President, will the Senator from Virginia yield?

Mr. BYRD of Virginia. I yield.

Mr. BAYH. Mr. President, I share a common concern with the Senator from Virginia in dealing with the matter of riots.

Is there any way in which the Senator from Virginia could possibly modify his amendment so as to deal only with riots?

The thing that concerns me is that the the Senator, in his colloquy with the Senator from New York, pointed out the language with reference to a civil disturbance and noted that it would have to be in violation of the Federal, State, or local laws designed to preserve the peace of the community concerned. However, the language goes one step further and reads: "or to protect the persons or property of residents of such community."

This would bring into controversy a whole array of local ordinances, such as parking ordinances or traffic ordinances designed to protect the persons of property of residents.

It would get clear away from what I think the Senator is trying to do—stopping riots or aiding or encouraging those who incite or encourage riots.

Does the Senator think he has to have this all-encompassing language, or could he put a period at the end of the word "riot"?

I offer this as a suggestion. The Senator may follow his own course of action.

Mr. THURMOND. Mr. President, will the Senator yield?

Mr. BYRD of Virginia. I yield.

Mr. THURMOND. Mr. President, I was interested in the question asked by the distinguished Senator from Indiana. As I interpret the amendment, it only applies to a civil disturbance that is in violation of Federal, State, or local law. Is that the way the Senator interprets it?

Mr. BAYH. That is the way I interpret it. However, the local law also deals with any local ordinance that is designed not only to cover a disturbance of the peace, but also, according to the last part of the sentence, to protect the persons or property of residents of such community. That could involve a whole array or traffic or parking ordinances. I do not think the Senator from Virginia wants to incorporate such ordinances in the anti-riot measure.

Mr. THURMOND. Under the amendment, the Administrator would be given the authority to determine this question.

If a man incites a riot, participates in a riot, or creates a civil disturbance which violates a Federal, State, or local law, why should the Administrator not have the authority to determine this?

Mr. BAYH. I think that this matter has been covered very carefully by other Senators who have argued it more meticulously than I.

We do not want to take away a person's right to root out poverty if he violates some insignificant ordinance that really does not have anything to do with rioting.

Suppose one is guilty of a minor traffic violation. That is a violation of a local ordinance.

I thought we changed the wording in the Senate to conform with the House language, which does not say "may"; it says "shall." This gives the Administrator no authority to make any other decision, but that he shall. If it is a violation of a minor State law, it is still a violation of a State law. I do not think that is what the Senator from Virginia has in mind.

We all are concerned about not aiding or abetting those who encourage, carry on, and promote riots. I can find no argument with this premise. But we open the whole chickenhouse.

Mr. HOLLAND. Mr. President, will the Senator yield?

Mr. BYRD of Virginia. I yield.

Mr. HOLLAND. I call the attention of the Senator from Indiana to the fact that the words he complains of will be in conference, anyhow, if we strike them here.

I was going to suggest to the Senator from Virginia that he strike everything in section 1 after the word "riot," and let us just make the issue single and com-

plete. What we are attempting to do is to discourage the clients of the poverty corps from entering into riots, and I think we ought to do it.

Mr. BYRD of Virginia. I shall be glad to accept an amendment by the Senator from Indiana to modify this language to the extent of leaving out, on line 12, "or to protect the persons or property of residents of such community."

Mr. BAYH. I would be glad to offer an amendment. I am not sure of the parliamentary procedure.

Mr. BYRD of Virginia. Mr. President, I ask unanimous consent to modify my amendment to that extent.

Mr. BAYH. In other words, the Senator would put a period after "riot." In other words, it would read, "any individual who incites, promotes, encourages, or carries on, a riot," period.

The PRESIDING OFFICER. Does the Senator desire to modify his amendment?

Mr. BYRD of Virginia. I modify my amendment in accordance with the recommendation of the Senator from Indiana.

The PRESIDING OFFICER. Is there objection?

Mr. PASTORE. Reserving the right to object, Mr. President, I am now convinced to restrain myself from making a motion to lay on the table.

The PRESIDING OFFICER. Is there objection? The Chair hears none. The amendment is so modified.

Mr. JAVITS. Mr. President, may we have the clerk report the amendment?

The PRESIDING OFFICER. The amendment will be stated.

The legislative clerk read the amendment as modified, as follows:

On page 49, between lines 14 and 15, insert the following new section:

"PROHIBITION AGAINST ASSISTANCE TO ANY INDIVIDUAL WHO INCITES A RIOT AND TO ANY SUBVERSIVE ORGANIZATION

"SEC. 24. Title VI of the Economic Opportunity Act of 1964 is amended by adding at the end thereof the following new section:

"PROHIBITION AGAINST ASSISTANCE TO ANY INDIVIDUAL WHO INCITES A RIOT AND TO ANY SUBVERSIVE ORGANIZATION

"SEC. 618. (a) None of the funds appropriated pursuant to this Act shall be used to provide payments, assistance, or services, in any form, with respect to any individual who—

"(1) incites, promotes, encourages, or carries on a riot;"

Mr. MANSFIELD. Mr. President, I should like to have the rest of the amendment read.

Mr. JAVITS. Mr. President, I ask unanimous consent that the clerk may read the amendment as it now is at the desk.

Mr. MANSFIELD. In toto.

The PRESIDING OFFICER. The clerk will read the amendment.

The legislative clerk read the amendment as modified, as follows:

On page 49, between lines 14 and 15, insert the following new section:

"PROHIBITION AGAINST ASSISTANCE TO ANY INDIVIDUAL WHO INCITES A RIOT AND TO ANY SUBVERSIVE ORGANIZATION

"SEC. 24. Title VI of the Economic Opportunity Act of 1964 is amended by adding at the end thereof the following new section:

"PROHIBITION AGAINST ASSISTANCE TO ANY INDIVIDUAL WHO INCITES A RIOT AND TO ANY SUBVERSIVE ORGANIZATION

"SEC. 618. (a) None of the funds appropriated pursuant to this Act shall be used to provide payments, assistance, or services, in any form, with respect to any individual who—

"(1) incites, promotes, encourages, or carries on a riot; or

"(2) assists, encourages, or instructs any other individual to commit or perform any act specified in paragraph (1).

"(b) or is a member of any organization designated as a subversive organization by the Attorney General of the United States."

On page 49, line 16, strike out "Sec. 24" and substitute "Sec. 25".

On page 50, line 7, strike out "Sec. 25" and substitute "Sec. 26".

Mr. JAVITS. Mr. President, I yield 1 minute to the Senator from Oregon.

Mr. MORSE. Mr. President, I have listened with great interest to this discussion before making up my mind. The laws of this country with regard to riots should be enforced by our prosecuting officers—Federal, State, and local—and by our courts, and not by the Director of the poverty program. I do not think that we should adopt an amendment placing in the Director of the poverty program enforcement policies that are mandatory.

Now that my friend the Senator from Rhode Island is not going to move to lay it on the table, I shall. But I shall withhold doing so, if the Senator from New York wishes to say something more.

I do not think that we should turn this legislation into something akin to a bill of attainder, and I shall move to lay it on the table.

Mr. JAVITS. Mr. President, I yield myself 2 minutes under the bill.

Mr. President, I think we have seen what a can of worms we have in attempting to write a complicated statute on the floor of the Senate, a bill of attainder bearing on 4 million people, when we know the matter will be coming up in conference.

Mr. President, I do not think that this is any tribute or credit to the Senate. We have eliminated that part which related to local law, and now we are going to have the administrator of the poverty program issue a set of guidelines defining a riot; and we are going to have him attempt to administer part (b), which, as Senator SALTONSTALL pointed out so eloquently, is impossible administratively.

Beyond that, there would be locked in to conference, if this amendment is passed, the mandatory phase, the word "shall." The administrator would be bound by it. He would have to do it. He would have to screen 4 million people who are poverty beneficiaries.

Such action does not befit the Senate. All the hashing going on indicates how deeper and deeper is the pit into which we will fall if we do this. The matter will be in conference. We will do our utmost to work something out which is apposite to the situation, somewhat consistent with the guidelines of the poverty agency.

To do it here will be an act which we will regret, and it demeans the Senate

of the United States to do something in which we would just be aping the other body. I do not think that we are all so scared of our jobs or so easy in our consciences that we should do this.

Mr. CLARK. I yield myself 1 minute on the bill, to note my objection and opposition to the amendment, and to state that I shall support the motion to table which the Senator from Oregon has made.

Whatever might have been done to fix up subsection 1, subsection 2 is also objectionable; and subparagraph (b), to my way of thinking, has no business in the bill.

I have been advised by the Director of the Office of Economic Opportunity that he is strongly opposed to this bill, which he believes is impossible to administer.

Mr. JAVITS. Mr. President, has all the time expired

The PRESIDING OFFICER. All time has expired.

Mr. MORSE. Mr. President, I move that the amendment be laid on the table, and I ask for the yeas and nays.

The yeas and nays were ordered.

The PRESIDING OFFICER. The yeas and nays have been ordered.

The clerk will call the roll, on the motion to table made by the Senator from Oregon.

Mr. LONG of Louisiana. I announce that the Senator from Tennessee [Mr. BASS], the Senator from Idaho [Mr. CHURCH], the Senator from Michigan [Mr. HART], the Senator from Hawaii [Mr. INOUE], the Senator from Washington [Mr. MAGNUSON], the Senator from Virginia [Mr. ROBERTSON], the Senator from Missouri [Mr. SYMINGTON], and the Senator from Texas [Mr. YARBOROUGH] are absent on official business.

I also announce that the Senator from New Mexico [Mr. ANDERSON], the Senator from Illinois [Mr. DOUGLAS], the Senator from Mississippi [Mr. EASTLAND], the Senator from Alaska [Mr. GRUENING], the Senator from Arizona [Mr. HAYDEN], the Senator from North Carolina [Mr. JORDAN], the Senator from New Hampshire [Mr. MCINTYRE], the Senator from Montana [Mr. METCALF], the Senator from Oregon [Mrs. NEUBERGER], the Senator from Florida [Mr. SMATHERS] and the Senator from Alabama [Mr. SPARKMAN] are necessarily absent.

I further announce that, if present and voting, the Senator from Mississippi [Mr. EASTLAND], the Senator from North Carolina [Mr. JORDAN], the Senator from Florida [Mr. SMATHERS] and the Senator from Alabama [Mr. SPARKMAN] would each vote "nay."

Mr. DIRKSEN. I announce that the Senators from Colorado [Mr. ALLOTT] and Mr. DOMINICK, the Senator from Kentucky [Mr. COOPER], the Senators from Nebraska [Mr. CURTIS and Mr. HRUSKA], the Senator from Texas [Mr. TOWER], and the Senator from New Jersey [Mr. CASE] are necessarily absent.

The Senator from Hawaii [Mr. FONG], the Senator from California [Mr. KUCHEL], and the Senator from Pennsylvania [Mr. SCOTT] are absent on official business.

If present and voting, the Senator from Colorado [Mr. DOMINICK], the Senator from Nebraska [Mr. HRUSKA], the Senator from Hawaii [Mr. FONG], and the Senator from Texas [Mr. TOWER] would each vote "nay."

On this vote, the Senator from Colorado [Mr. ALLOTT] is paired with the Senator from New Jersey [Mr. CASE]. If present and voting, the Senator from Colorado would vote "nay" and the Senator from New Jersey would vote "yea."

On this vote, the Senator from Nebraska [Mr. CURTIS] is paired with the Senator from Pennsylvania [Mr. SCOTT]. If present and voting, the Senator from Nebraska would vote "nay" and the Senator from Pennsylvania would vote "yea."

The result was announced—yeas 32, nays 39, as follows:

[Leg. No. 278]

YEAS—32

Aiken	Long, Mo.	Nelson
Brewster	Mansfield	Pastore
Burdick	McCarthy	Pell
Clark	McGee	Proxmire
Fulbright	McGovern	Ribicoff
Gore	Mondale	Saltonstall
Griffin	Monroney	Smith
Jackson	Morse	Tydings
Javits	Morton	Williams, N.J.
Kennedy, Mass.	Moss	Young, Ohio
Kennedy, N.Y.	Muskie	

NAYS—39

Bartlett	Ervin	Mundt
Bayh	Fannin	Murphy
Bennett	Harris	Pearson
Bible	Hartke	Prouty
Boggs	Hickenlooper	Randolph
Byrd, Va.	Hill	Russell, S.C.
Byrd, W. Va.	Holland	Russell, Ga.
Cannon	Jordan, Idaho	Simpson
Carlson	Lausche	Stennis
Cotton	Long, La.	Talmadge
Dirksen	McClellan	Thurmond
Dodd	Miller	Williams, Del.
Ellender	Montoya	Young, N. Dak.

NOT VOTING—29

Allott	Fong	Metcalfe
Anderson	Gruening	Neuberger
Bass	Hart	Robertson
Case	Hayden	Scott
Church	Hruska	Smathers
Cooper	Inouye	Sparkman
Curtis	Jordan, N.C.	Symington
Dominick	Kuchel	Tower
Douglas	Magnuson	Yarborough
Eastland	McIntyre	

So the motion of Mr. MORSE to lay on the table the amendment of Mr. BYRD of Virginia was rejected.

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Virginia [Mr. BYRD].

On this question, the yeas and nays have been ordered; and the clerk will call the roll.

The legislative clerk called the roll.

Mr. LONG of Louisiana. I announce that the Senator from Tennessee [Mr. BASS], the Senator from Idaho [Mr. CHURCH], the Senator from Michigan [Mr. HART], the Senator from Hawaii [Mr. INOUE], the Senator from Washington [Mr. MAGNUSON], the Senator from Virginia [Mr. ROBERTSON], the Senator from Missouri [Mr. SYMINGTON], and the Senator from Texas [Mr. YARBOROUGH] are absent on official business.

I also announce that the Senator from New Mexico [Mr. ANDERSON], the Senator from Illinois [Mr. DOUGLAS], the Senator from Mississippi [Mr. EASTLAND], the Senator from Alaska [Mr. GRUENING], the Senator from Arizona [Mr. HAYDEN],

the Senator from North Carolina [Mr. JORDAN], the Senator from New Hampshire [Mr. MCINTYRE], the Senator from Montana [Mr. METCALF], the Senator from Oregon [Mrs. NEUBERGER], the Senator from Florida [Mr. SMATHERS], and the Senator from Alabama [Mr. SPARKMAN] are necessarily absent.

I further announce that, if present and voting, the Senator from Mississippi [Mr. EASTLAND], the Senator from North Carolina [Mr. JORDAN], the Senator from Virginia [Mr. ROBERTSON], the Senator from Florida [Mr. SMATHERS], and the Senator from Alabama [Mr. SPARKMAN] would each vote "yea."

Mr. DIRKSEN. I announce that the Senators from Colorado [Mr. ALLOTT] and Mr. DOMINICK, the Senator from Kentucky [Mr. COOPER], the Senators from Nebraska [Mr. CURTIS and Mr. HRUSKA] and the Senator from Texas [Mr. TOWER] and the Senator from New Jersey [Mr. CASE] are necessarily absent.

The Senator from Hawaii [Mr. FONG], the Senator from California [Mr. KUCHEL] and the Senator from Pennsylvania [Mr. SCOTT] are absent on official business.

If present and voting, the Senator from Colorado [Mr. DOMINICK], the Senator from Nebraska [Mr. HRUSKA], the Senator from Hawaii [Mr. FONG] and the Senator from Texas [Mr. TOWER] would each vote "yea."

On this vote, the Senator from Colorado [Mr. ALLOTT] is paired with the Senator from New Jersey [Mr. CASE]. If present and voting, the Senator from Colorado would vote "yea" and the Senator from New Jersey would vote "nay."

On this vote, the Senator from Nebraska [Mr. CURTIS] is paired with the Senator from Pennsylvania [Mr. SCOTT]. If present and voting, the Senator from Nebraska would vote "yea" and the Senator from Pennsylvania would vote "nay."

The result was announced—yeas 39, nays 32, as follows:

[Leg. No. 279]

YEAS—39

Bartlett	Ervin	Mundt
Bayh	Fannin	Murphy
Bennett	Harris	Pearson
Bible	Hartke	Randolph
Boggs	Hickenlooper	Ribicoff
Brewster	Hill	Russell, S.C.
Byrd, Va.	Holland	Russell, Ga.
Byrd, W. Va.	Jordan, Idaho	Simpson
Cannon	Lausche	Stennis
Carlson	Long, La.	Talmadge
Cotton	McClellan	Thurmond
Dodd	Miller	Williams, Del.
Ellender	Montoya	Young, N. Dak.

NAYS—32

Aiken	Long, Mo.	Nelson
Burdick	Mansfield	Pastore
Clark	McCarthy	Pell
Dirksen	McGee	Prouty
Fulbright	McGovern	Proxmire
Gore	Mondale	Saltonstall
Griffin	Monroney	Smith
Jackson	Morse	Tydings
Javits	Morton	Williams, N.J.
Kennedy, Mass.	Moss	Young, Ohio
Kennedy, N.Y.	Muskie	

NOT VOTING—29

Allott	Fong	Metcalfe
Anderson	Gruening	Neuberger
Bass	Hart	Robertson
Case	Hayden	Scott
Church	Hruska	Smathers
Cooper	Inouye	Sparkman
Curtis	Jordan, N.C.	Symington
Dominick	Kuchel	Tower
Douglas	Magnuson	Yarborough
Eastland	McIntyre	

So the amendment of Mr. BYRD of Virginia was agreed to.

Mr. BYRD of Virginia. Mr. President, I move that the vote by which the amendment was agreed to be reconsidered.

Mr. HOLLAND. Mr. President, I move that the motion to reconsider be laid on the table.

The motion to lay on the table was agreed to.

LEGISLATIVE PROGRAM—ORDER FOR ADJOURNMENT

Mr. DIRKSEN. Mr. President, I should like to query the majority leader about the program for tomorrow and, in fact, the program for the remainder of the week, and whether he proposes a Saturday session.

Mr. MANSFIELD. Mr. President, if I may have the attention of the Senate, it is the intention of the leadership to lay down the foreign assistance appropriation bill at the conclusion of business this afternoon.

Mr. President, I ask unanimous consent that when the Senate completes its business this evening, it stand in adjournment until 12 o'clock noon tomorrow.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. MANSFIELD. Mr. President, it is also hoped tomorrow to bring up the foreign annuities bill on which there will be some debate, to be followed by the Foreign Assistance Appropriation Act, to be followed by, I believe it is the public works appropriation bill, to be followed by the secondary education bill.

On Thursday, we hope to discuss, in part, the narcotics bill, and if the Senate will show its present interest and attendance it is hoped that we will be able to have a good show on Saturday so that we may be able to pass some legislation and hasten the day of adjournment one way or the other.

Mr. DIRKSEN. Then, that means that there will be a Saturday session?

Mr. MANSFIELD. If there are assurances that there will be a quorum of Senators on hand, there will be a Saturday session. We will try to check the day before. If a quorum is not possible, there will not be a Saturday session.

Mr. DIRKSEN. If, on the other other hand, Senators are well behaved and show some progress prior to Saturday, then there is always the outside chance that there will not be a Saturday session?

Mr. MANSFIELD. The Senator from Illinois always has me at a disadvantage.

Mr. MUNDT. Mr. President, will the Senator from Illinois yield?

Mr. MANSFIELD. I yield.

Mr. MUNDT. From the standpoint of those of us who live in the heartland of America—

Mr. DIRKSEN. Heartland?

Mr. MUNDT. Right, this business of deciding late on Thursday whether there will be any session on Friday or Saturday is sometimes very awkward for us from the standpoint of our transportation problems. I believe if we can have a ses-

sion on Saturday it would be a move toward adjournment. If the majority leader would tell us now, that there will be one, then we do not have to get into conflicts with our appointments which would necessitate canceling transportation arrangements, and so forth.

Mr. MANSFIELD. There is going to be one.

Mr. MUNDT. There is?

Mr. MANSFIELD. There is going to be one if enough Senators are on hand. But the leadership does not know how many Senators will be here until the day before. But the foreign aid appropriation bill, the narcotics bill, the secondary education bill, the public works appropriation, and other matters will keep us busy. I have sympathy for Senators who are campaigning, as we recognize that they are operating under exceptional circumstances. I have no sympathy for a Senator who is not campaigning because he at least should be here to protect his colleagues who are away.

Mr. MUNDT. I quite agree with the action of the majority leader, and I applaud it. If we are going to adjourn at all, we should start having Saturday sessions, and perhaps running later into the evenings, so that we can adjourn as soon as possible. It seems to me we are not even trying to get the Senate's business accomplished very rapidly, so I hope we will hold to the Senate's schedule.

Mr. MANSFIELD. The Senator is most fair. That is what the leadership intends to do.

Mr. MORSE. Mr. President, will the Senator from Montana yield?

Mr. MANSFIELD. I yield.

Mr. MORSE. Why cannot we come in at 10 o'clock tomorrow?

Mr. MANSFIELD. There are objections to that.

Mr. MORSE. Why cannot we let the committees meet tomorrow?

Mr. MANSFIELD. I have tried that for several weeks but there are objections to that. That is the way it is. We have to operate on that basis, and I am sorry

ECONOMIC OPPORTUNITY AMENDMENTS OF 1966

The Senate resumed the consideration of the bill (S. 3164) to provide for continued progress in the Nation's war on poverty.

Mr. MANSFIELD. I wish the Senator from Pennsylvania [Mr. CLARK] would offer his proposal.

Mr. CLARK. Why do we not change the rules?

Mr. MANSFIELD. Mr. President, will the Chair please recognize the Senator from Pennsylvania?

The PRESIDING OFFICER. The Senator from Pennsylvania is recognized.

Mr. CLARK. Mr. President, I ask unanimous consent to correct a mathematical error inadvertently made by the staff. The figure of \$568 million was contained in the last amendment which I presented and which was adopted. It should be changed to \$588 million. This was merely a mistake in addition.

The PRESIDING OFFICER. Is there objection to the request of the Senator from Pennsylvania?

The Chair hears none, and it is so ordered.

Mr. CLARK. Mr. President, the senior Senator from Texas [Mr. YARBOROUGH] is absent on official business as a U.S. representative at the Interparliamentary Union Conference in Teheran, Iran. Senator YARBOROUGH has taken an active interest in this legislation and our committee adopted a number of his amendments. I ask unanimous consent that Senator YARBOROUGH's remarks, an article from the Wall Street Journal, and excerpts from the committee report be printed in the RECORD preceding the roll-call vote on the bill.

There being no objection, the statement and material was ordered to be printed in the RECORD, as follows:

THE WAR ON POVERTY: THE THIRD CAMPAIGN—STATEMENT BY SENATOR YARBOROUGH

More than 800 years ago the 12th century religious philosopher Maimonides compiled his famous "Eight Degrees of Charity". "The eighth, and the most meritorious of all," Maimonides wrote, "is to anticipate charity by preventing poverty; namely to assist the reduced fellowman, either by a loan of money, or by teaching him a trade, or by putting him in the way of business, so that he may earn an honest livelihood; and not be forced to the dreadful alternative of holding out his hand for charity. To this scripture alludes when it says: And if thy brother be waxen poor, and fallen in decay with thee, then thou shalt relieve him; yea, though he be a stranger or a sojourner. This is the highest step and the summit of charity's golden ladder."

Today, far away in time and space from the writing of these words, we are committing our whole society to the good works of the eighth degree of charity. No group of people has ever attempted this before. We are trying to do what would have been thought impossible even a few years ago.

But within the last few decades our nation has grown to unbelievable heights of prosperity. In the short space of 15 years we have more than doubled our Gross National Product. As President Johnson said recently when he signed into law the minimum wage bill, "Back in the thirties . . . while poverty was never really comfortable, it sure was common! Being poor was sort of like being one of the fellows. It wasn't at all that different . . . Today poverty is much sadder. We are a rich country with the highest standard of living of any men in history. Today, in this country, when you are poor, you are poor alone."

In addition to being shut away from the rest of society, today's poor must overcome another handicap. It used to be that a man could rise up out of poverty on the strength of a quick mind or a strong back and a willingness to work hard. But today another requirement has been added—education and training. A person must have a skill in order to be sure of work. The unskilled worker is the unwanted worker. He is the last to be hired and the first to be fired.

These are some of the conditions which make necessary a frontal attack on poverty. The war on poverty is a self-help program. It is designed to take people off the welfare rolls and onto the employment rolls. We are fighting the war on poverty because it is morally right, because it is an act of social justice, because it will help stabilize our society during a difficult period of adjustment to an exclusively highly-skilled econ-

omy, because it will make our economy more productive, and because it will pay for itself through the higher incomes of its beneficiaries.

As with any large scale undertaking, it has turned out to be less than perfect in practice. There have been abuses. There are problems. But, considering the amount of good which has been done, and considering the scale of the war on poverty, our successes far outweigh our failures.

This does not mean that we should turn our back on or try to sweep under the rug any of the problems which have arisen. Our committee has adopted many amendments by members from both parties which should improve the administration of the war on poverty. In the coming year the distinguished Chairman of the Subcommittee on Employment, Manpower, and Poverty [Mr. CLARK] plans to conduct a thorough investigation of the war on poverty. I am sure that, in his customary fair and thorough manner, the Senator from Pennsylvania will ferret out all the strengths and all the weaknesses of the war on poverty and will have useful suggestions to make to Congress next year.

The committee has adopted several amendments which I offered, and I would like briefly to explain each one.

RURAL AREAS

Community Action program began first in the cities. There are several reasons. The problems of the city are explosive. In many cities there already existed expert staffs on various city agencies or organizations, who knew how to organize. And the OEO staff itself is oriented toward cities.

On June 30, 1965, there were only 156 rural community action agencies covering 361 rural counties. Most of their programs were minimal, with grants totaling only \$9,500,000. Program development grants to rural areas were only 8 percent of the total spent for that purpose. There was evident unwillingness to develop rural programs by top administrative leaders in CAP.

The article from the April 20, 1965, Wall Street Journal, showing the situation a year ago, when the program had just about finished its first year is as follows:

"THE RURAL POOR: DEPRESSED FARM AREAS TRAIL CITIES IN WINNING POVERTY WAR BENEFITS—COMMUNITIES LAG IN FORMING GROUPS TO ASK FOR FUNDS; FREEMAN CALLS FOR ACTION—URBAN BIAS IN WASHINGTON?"

"(By Eric Wentworth)

"WASHINGTON.—Despite President Johnson's vow to seek 'parity of opportunity' for rural America, the war on poverty is off to a painfully slow start in the hinterlands.

"About half the nation's families with cash income below \$3,000 live in rural areas, but Agriculture Secretary Freeman reckons that rural communities are getting only about 5% of the money doled out by the Administration's antipoverty generals for projects initiated by local groups to help their impoverished neighbors.

"Champions of the rural poor are upset in particular by the slow flow of funds from Sargent Shriver's Office of Economic Opportunity (OEO) to rural areas for 'community action programs,' a key element for the anti-poverty war in which local groups plan and mount coordinated attacks against ignorance, ill health and unemployment. So far, Secretary Freeman asserts, while nine-tenths of the nation's cities with 50,000 or more people are forming community action programs or have them actually at work, less than one-third of the more than 2,000 rural counties have taken such steps.

There's concern, too about the pace of work-training grants from the neighborhood Youth Corps run by the Labor Department. Through last month only about 10% of the

prospective enrollees in these projects were in rural areas.

"NOT SATISFIED"

"I certainly am not satisfied as to the assistance that the rural communities have received throughout the nation," says Democratic Congressman PERKINS from the impoverished hill country of eastern Kentucky, though he hopes for more aid within a few months. Mr. Shriver himself has conceded that it's 'harder to get to the rural poor' and that the rural poverty war is 'one of our greatest difficulties.'

"Mr. Freeman blames the situation largely on the problems of communicating with leaders scattered about the countryside and stirring them to organize antipoverty platoons that can qualify for Federal grants, which finance up to 90% of a project's cost. Many large cities were getting ready to apply for Federal aid even before President Johnson launched the multi-million-dollar offensive by signing the Economic Opportunity Act last August. But most rural areas got no such head start.

"In southwest Virginia, with its many low-income tobacco and dairy farmers and jobless coal miners, local interest in antipoverty help has run well above average. Practically all these counties clustered on the east flank of Appalachia have applied for community action grants. But approval is coming slowly.

"The applications themselves provide their share of headaches and frustrations. Like other rural groups that lack the professional help usually available in cities, the southwest Virginians have found it takes time to draft plans that will pass muster with Mr. Shriver's aides.

"SLOW-MOVING AWARE"

"A delegation from one of the counties, Wise, was in town last week for the second time in a month to review its \$250,000 application with OEO officials. County leaders began to organize their community action last December, calling it AWARE (for Appalachian-Wise Association for Rehabilitation and Education). They had their application, including plans for home management counseling, preparing young children for school, tutoring older children and setting up a mobile public health unit, ready by mid-March. But there have been several changes since.

"Dean Graybeal, district manager for Old Dominion Power Co. at Big Stone Gap and one of the Wise County leaders, reports his group has invested a total of 2,000 hours in preparing its program so far. 'We have revised until we're run out of revisions,' said Mr. Graybeal after the second Washington visit. But he was still hopeful, and OEO officials continued to study his county's application.

"Though chances are good that Wise County and its half-dozen neighbors will all have Federal funds before too long, grants for only three totaling about \$158,000 have been announced so far. Only one of these, to the Progressive Community Club of Washington County, is providing direct aid to the poor at the moment. Another county's grant is simply for development of a program rather than for actual assistance. A third county, Dickenson, received tentative approval for a Neighborhood Youth Corps project. But according to county school Superintendent Paul Skeen, the project is being postponed, partly because of difficulties caused by a requirement that corps members receive a \$1.25 hourly minimum wage when they're working, a requirement that could be prohibitive in a low-wage area. (Youth Corps officials say exceptions can be made.)

"CITY SLICKERS" RESENTED

"The handicaps experienced by rural residents cause some to resent the apparent ease

with which 'city slickers' can sell their proposals to OEO and they complain the Government so far has failed to give country dwellers more of a helping hand. 'Rural areas which must depend on non-professional volunteers seems to come out on the short end,' laments Lee Taylor, a newspaper editor in Kentucky's largely rural Breckinridge County, 'and, believe me, our poverty-ignorance problem is much more acute than any city I have ever seen.'

"There's no doubt that, at least when judged by average family income, certain rural areas are the very poorest places in the land. Among the counties at or near the bottom of the income scale, well below the widely used poverty gauge of \$3,000 a year, are Lowndes County in central Alabama, through which the recent Selma-to-Montgomery civil rights march passed, and Jefferson and Tunica counties in Mississippi: all three are distinctly rural in character. While big-city slums also harbor desperately poor people, the presence of better-heeled citizens nearby tends to lift average income in urban areas.

"While no one wants to quarrel publicly with Mr. Shriver's operation, there are rural boosters in and out of Government who feel the OEO staff isn't given applicants from 'hill and holler' precincts all the attention they deserve.

"Some say most OEO officials hail from urban or suburban areas (that's true of both Mr. Shriver and his deputy, Jack Conway) and simply don't understand the problems and attitudes of their country cousins. Others contend Mr. Shriver's office has concentrated on funding urban projects so far because they promised 'more bang for a buck' and quicker results to show Congress.

"Still others even suspect outright bias against rural areas. 'I don't think they're interested at all in rural poverty,' one guardian of country causes declares; 'that's a personal opinion and it may be unfair, but I think it's more often true than false.'

"Spokesmen for Mr. Shriver's shop firmly deny they're simply a collection of urban advocates looking out for their own kind. They say applications from rural groups often take longer to process because of omissions, errors or inadequately conceived plans, but insist they don't apply any harsher standards than in reviewing urban proposals. Nor, they claim, do they apply any single yardstick to rural and urban projects in judging overhead costs—a policy that could hurt the rural proposals for which such expenses, in proportion to the number of people helped, are frequently higher.

"REALLY IMPRESSIVE PROGRAMS"

"OEO officials say they have granted funds for some 'really impressive rural community action programs' so far. Among the beneficiaries are Yell County, Ark., Craven County, N.C., and Ripley County, Mo. The projects include day-care centers for preschoolers, home management counseling, public health nursing and (in Craven County) a strawberry marketing cooperative for low-income families.

"In addition, money is starting to flow out to rural areas under another provision of the Economic Opportunity Act by which the Agriculture Department's Farmers Home Administration provides easy-term loans up to \$2,500 and technical advice for low-income farmers and other rural residents who need help making ends meet. Through the end of March, the FHA had approved 3,250 loans to individual families plus several larger loans to cooperatives for a total of about \$6 million.

"The poverty-fighters promise that a number of other rural grants will be announced in the near future. Thus, they assert, the gap between rural and urban spending will be reduced.

"Secretary Freeman is far from optimistic, though; 'I am afraid,' he remarks, 'that the going, for a long time, will be mighty slow.'"

"As one step to help country communities fight poverty, Messrs. Shriver and Freeman announced in late February the creation of a 'rural task force' to operate out of the OED. The tasks of this force aren't entirely clear as yet, though they'll include helping communities put together antipoverty programs, helping other agencies aid needy communities and ironing out the wrinkles in rural communities' applications as they arrive in Washington.

"Until early April, however, the task force consisted of only four people including a secretary. Then nine Agriculture Department officials reported for temporary duty as a 'special processing unit' to handle rural applications.

"FIELD AGENTS DELAYED"

"To spread the word about antipoverty money and other Federal aid possibilities and to help rural groups qualify for them, Mr. Freeman is deploying field agents such as Harold Marx, a 38-year-old former journalist. 'We're covering a heck of a lot of ground,' says Mr. Marx, who meets with about 10 groups a month in Virginia and Kentucky. He's one of 13 agents in the Agriculture Department's newly christened Rural Community Development Service.

"One of his first recruiting jobs in the poverty war was to explain to a group of country folk at Hayter's Gap in southwestern Virginia that if they expanded some tentative local improvement schemes into a countywide community action program, they would be able to apply for Federal funds. This group of small farmers, headed by Fount Henderson, a storekeeper, and Garland Thayer, a minister, did so and received Virginia's first community action grant, a sum of \$67,851 to finance home counseling, pre-school training and further program planning.

"If Congress provides the money, Mr. Freeman hopes to expand the Rural Community Development Service by providing 20 field offices. This agency would help rural areas take advantage not only of the antipoverty program but of other Federal assistance from public works to small business loans. President Johnson has called on all Government agencies offering such aid to see that it's 'distributed equitably' between rural and urban areas. In most cases, though, it's too early to start judging results."

Fiscal year 1966 saw much improvement. This was due to rural communities realizing the value of the programs and to adequate time being available for progressive program development. But also it was due to the pressure and protest of farm-oriented organizations such as the National Farmers Union, which has done a wonderful job.

Rural CAPS received a total of \$161 million in grants during fiscal year 1966 including \$20 million for Indian programs and \$12 million was granted for 501 rural program and development grants, or 15.5% of the total allotted for that purpose.

Of the programs for rural areas money was allotted as follows:

First. Head Start \$42.5 million.

Second. Neighborhood Youth Corps \$79.7 or 30.4 percent.

Third. Title V Work Experience \$78 million or 34.4 percent of obligated funds to rural areas.

Fourth. Nelson Amendment—Rural areas received \$7,336,556 or 54 percent of Nelson Amendment Funds.

While these are impressive gains they still fail to give fair representation to rural areas, where half of the nation's poor people live. Sixteen million Americans in poverty live in rural areas, almost half of the total of the poor.

Most models for programs have been developed for use in the cities and must then

be adapted or be used ineffectively in rural areas.

I suggest the following as just some of the ways in which we can bring about improvements in rural areas:

First. A larger CAP Staff is needed at the national and regional levels to provide assistance to rural areas.

Second. Rural CAP's could use models and assistance in getting through the technical red tape on preparing proposals. They would greatly appreciate simplified forms and procedures.

Third. The weakest part of Rural CAP programs is lack of job opportunity. Therefore, the Nelson amendment program was eagerly sought after by rural CAP's, and many times more money could have been spent wisely in rural areas had it been available.

Fourth. As of July 31, 1966, there were 1,476 counties covered by CAP's, or about one-half of the rural counties. Most of all the cities have CAP's. It is important to develop ways for areas without organized CAP's to participate in CAP funding through single-purpose agencies or their equivalent. During the past year, CAP policy at the national level has been to fund only a very minimum amount outside of established Community Action Agencies. For example, on Operation Medicare Alert, funding was provided in 467 Community Action Agencies, but there was none in rural areas without CAP's.

I think it is important to get everybody together in a community action agency so that there can be a community-wide attack on poverty. The idea of a community action agency is a good one. From what I have seen and heard, most of them are doing good jobs.

However, in many places it may be difficult to organize one. This is especially true in rural areas. It is not fair nor it is wise policy to penalize rural areas the way OEO has done by refusing to make grants in areas where there is no CAP.

The Senate Committee on Labor and Public Welfare shares my view, and accordingly the committee adopted my amendment to direct OEO to make grants to independently funded public and private nonprofit agencies and organizations in predominantly rural areas where it is not feasible within a reasonable period of time to establish community action agencies. The text of section 211, "Preference for Components of Approved Programs," reads as follows after the adoption of my amendment:

"SEC. 211. (a) In determining whether to extend assistance under this Act, the Director shall, to the extent feasible, give preference to programs and projects which are components of a community action program approved pursuant to this part. The Director shall carry out this part of the Act in a manner designed to enhance community-wide cooperation and action and to encourage the establishment of local community action agencies in carrying out projects in the community pursuant to this part.

"(b) If the Director determines that an independently funded program may help ease conflict or provide more operating efficiency, or is more economical, he is authorized to make grants to, or to contract with, independently funded public and private nonprofit agencies and organizations, in addition to the community action agency. For purposes of this section, an independently funded agency is one which operates programs of a limited scope, and which does not have broad comprehensive community representation on its policymaking board.

"(c) The Director shall make grants to, or contract with, independently funded public and private nonprofit agencies and organizations in predominantly rural areas in accordance with sections 210 and 617 where the Director determines it is not feasible within a reasonable period of time to establish community action agencies.

"(d) If projects are of a regional nature

and can be more efficiently operated on this basis, the Director may make grants to, or contract with, independently funded, public and private, nonprofit agencies and organizations for the conduct and administration of such projects."

The excerpt from the committee report, on rural poverty, is as follows:

"After careful consideration of the nature and scope of program activity in rural areas, the committee has determined that the congressional intent respecting rural poverty has not been adequately implemented. The committee's information indicates that in fiscal year 1966 the Nation's rural poor, though comprising 43 percent of the total poverty population, received only 15.5 percent of all community action funds. This allocation is grossly disproportionate to the magnitude of rural poverty, and falls far short of an equitable distribution of CAP funds. In the judgment of the committee, prompt, practical attention and positive programs are required, beginning this fiscal year, with the objective of bringing about the earliest possible alleviation of this situation. In this connection the committee expressly calls attention to a previously enacted statutory directive on this subject. Section 617 of the Economic Opportunity Act of 1964, as amended, 89th Congress, 1st session, reads as follows:

"The Director shall adopt appropriate administrative measures to assure benefits of this action will be distributed equitably between residents of rural and urban areas."

"Taking further cognizance of the need to apply more resources to the problem of rural poverty, the committee unanimously approved, as part of a revised section 211 of the act, an amendment requiring the Director to make grants to, or contract with independently funded public and private nonprofit organizations in predominantly rural areas where it is not feasible within a reasonable period of time to establish community action agencies.

"This amendment is designed to assure that careful attention is paid to the desirability and necessity of funding programs sponsored by independently funded agencies in rural areas where community action programs are not in effect.

"In developing policies and programs giving increased attention and emphasis to rural poverty, the Director is urged to initiate a varied and imaginative approach. For example, encouragement might be given to existing community action agencies, where feasible, to expand their geographical boundaries to include poverty-stricken rural areas. In addition, there could be an active program to provide technical assistance to rural areas where community action agencies do not exist. This program should include sufficient personnel to stay on the job with the residents of the area until a viable community action agency is formed. The Director is encouraged to provide such technical assistance under contract to outside private corporations if he determines that this is the most feasible approach.

"A further amendment to section 211 would provide for the independent funding of a public or nonprofit agency where the Director determines that an independently funded program may help ease conflict or provide more operating efficiency or be more economical. Such funding would be authorized only where the agency involved operates programs of a limited scope and does not have broad comprehensive community representation on its policymaking board.

"The committee also has given the Director authority to contract with independent public or private nonprofit agencies for the conduct of projects which are of a regional nature where such projects can be operated more efficiently as regional projects."

GENERAL BACKGROUND OF RURAL NEED

The fact is that most governmental and social agencies serve cities and not rural areas. For example, since World War II, the Federal Government has helped build 37 new houses in cities and suburbs for every one built in rural areas, even though the proportion of unsafe, unsanitary housing in rural areas is double that of urban areas. Again, only 18 percent of the trainees under the manpower development and training program were from rural areas last year, even though rural underemployment and unemployment is triple the figure in urban areas.

Poverty tends to be most prevalent in the case of: (a) non-white families; (b) families headed by a female; (c) families 65 years of age or over; (d) rural farm families.

The problem is especially acute for older rural families. Special models need to be developed to meet the particular needs of this segment of the population. There are special problems of lack of medical care, lack of transportation and lack of ordinary community services.

A great problem is the migration of rural people to urban areas. These people, in many instances, prefer the rural way of life and would remain in their communities if employment and adequate incomes were available. Every effort should be made to provide training and employment in the nonurban setting for the sake of our cities as well as a means to help our rural citizens.

REPRESENTATION OF THE POOR

Another major problem area in OEO has been in getting adequate representation of the poor on CAP boards. No one likes a handout. Any individual likes to feel as though he has some control over his own destiny. It is awfully degrading to a person to have to come hat in hand and beg for a few crumbs and a few rags and a leaky roof to put over the heads of his wife and children.

The war on poverty, if it is to succeed, must replace the defeatist attitude of many of today's low income people with a more positive attitude. One of the best ways to do this is to give those whom this program is assisting, a hand in running it. We must let them have a hand in determining their own destinies rather than coming in high and mighty and telling them what to do. We are making a tragic mistake if we treat our low-income citizens like second-class citizens. They must be given help and guidance, but they must not be led around by the nose and treated as though they cannot be trusted. That course will arouse only resentment.

If our goal is truly to help them become self-sufficient, then we must start out by trusting them and giving them some responsibility. The place to begin is to give them a meaningful hand in running their own programs.

We can expect them to be inexperienced in many things. But in one thing they have expertise over all the rest of the community—they know what it is like to be poor. They can tell the rest of us whether a given program is likely to work or not. They can tell us some of the things the poor need to learn if they are to become self-sufficient.

We have heard a lot of complaints about inadequate representation of the poor on CAP boards. In order to give the poor a way to voice their frustration in a constructive way, the Committee has accepted my amendment directing OEO to require community action agencies to establish procedures under which representative groups of the poor which feel themselves inadequately represented on their community action agency policy board, may petition for adequate representation on the board.

In closing let me say that it has been a pleasure to work with my fellow members of the Labor Committee on this legislation. I

feel that all the members of the committee, from both parties, have worked long and hard on this bill and have brought to the drafting of the legislation considerable expertise from many areas of life. I especially congratulate the distinguished Senator from Pennsylvania [Mr. CLARK] for his outstanding contribution. I feel the work done in committee under his leadership has resulted in a greatly improved bill. The Senator from Pennsylvania has done a very good job on a very difficult bill.

The PRESIDING OFFICER. The bill is open to further amendment. If there be no further amendment to be proposed, the question is on agreeing to the committee amendment in the nature of a substitute, as amended.

The committee amendment as amended was agreed to.

The PRESIDING OFFICER. The question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed for a third reading and was read the third time.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the Senate proceed to the consideration of H.R. 15111, the House-passed bill.

The PRESIDING OFFICER. The bill will be stated by title for the information of the Senate.

The LEGISLATIVE CLERK. A bill (H.R. 15111) to provide for continued progress in the Nation's war on poverty.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?

There being no objection, the Senate proceeded to consider the bill.

Mr. MANSFIELD. Mr. President, I ask unanimous consent to strike all after the enacting clause, and that there be substituted in lieu thereof the text of Senate bill 3614, as amended.

The PRESIDING OFFICER. The question is on agreeing to the committee amendment.

The committee amendment was agreed to.

The amendment was ordered to be engrossed and the bill to be read a third time.

Mr. MANSFIELD. Mr. President, I ask for the yeas and nays.

The yeas and nays were ordered.

The PRESIDING OFFICER. The bill (H.R. 15111) having been read the third time, the question is, Shall the bill pass?

On this question the yeas and nays have been ordered, and the clerk will call the roll.

The legislative clerk called the roll.

Mr. MANSFIELD (after having voted in the affirmative). Mr. President, on this vote I have a pair with the distinguished Senator from Alabama [Mr. SPARKMAN]. If he were present and voting, he would vote "nay." If I were permitted to vote, I would vote "yea." Therefore, I withdraw my vote.

Mr. LONG of Louisiana. I announce that the Senator from Tennessee [Mr. BASS], the Senator from Idaho [Mr. CHURCH], the Senator from Michigan [Mr. HART], the Senator from Hawaii [Mr. INOUYE], the Senator from Washington [Mr. MAGNUSON], the Senator from Virginia [Mr. ROBERTSON], the Senator from Missouri [Mr. SYMINGTON],

the Senator from Georgia [Mr. TALMADGE], and the Senator from Texas [Mr. YARBOROUGH], are absent on official business.

I also announce that the Senator from New Mexico [Mr. ANDERSON], the Senator from Illinois [Mr. DOUGLAS], the Senator from Mississippi [Mr. EASTLAND], the Senator from Alaska [Mr. GRUENING], the Senator from Arizona [Mr. HAYDEN], the Senator from North Carolina [Mr. JORDAN], the Senator from New Hampshire [Mr. MCINTYRE], the Senator from Montana [Mr. METCALF], the Senator from Oregon [Mrs. NEUBERGER], the Senator from Florida [Mr. SMATHERS], and the Senator from Alabama [Mr. SPARKMAN] are necessarily absent.

I further announce that, if present and voting, the Senator from Michigan [Mr. HART], the Senator from Hawaii [Mr. INOUYE], and the Senator from Oregon [Mrs. NEUBERGER] would each vote "yea."

On this vote, the Senator from Mississippi [Mr. EASTLAND] is paired with the Senator from Alaska [Mr. GRUENING]. If present and voting, the Senator from Mississippi would vote "nay" and the Senator from Alaska would vote "yea."

On this vote, the Senator from North Carolina [Mr. JORDAN] is paired with the Senator from Washington [Mr. MAGNUSON]. If present and voting, the Senator from North Carolina would vote "nay" and the Senator from Washington would vote "yea."

On this vote, the Senator from Virginia [Mr. ROBERTSON] is paired with the Senator from Texas [Mr. YARBOROUGH]. If present and voting, the Senator from Virginia would vote "nay" and the Senator from Texas would vote "yea."

Mr. DIRKSEN. I announce that the Senators from Colorado [Mr. ALLOTT and Mr. DOMINICK], the Senator from Kentucky [Mr. COOPER], the Senators from Nebraska [Mr. CURTIS and Mr. HRUSKA], and the Senator from Texas [Mr. TOWER], and the Senator from New Jersey [Mr. CASE] are necessarily absent.

The Senator from Hawaii [Mr. FONG], the Senator from California [Mr. KUCHEL], and the Senator from Pennsylvania [Mr. SCOTT] are absent on official business.

On this vote, the Senator from New Jersey [Mr. CASE] is paired with the Senator from Nebraska [Mr. CURTIS]. If present and voting, the Senator from New Jersey would vote "yea" and the Senator from Nebraska would vote "nay."

On this vote, the Senator from Hawaii [Mr. FONG] is paired with the Senator from Colorado [Mr. ALLOTT]. If present and voting, the Senator from Hawaii would vote "yea" and the Senator from Colorado would vote "nay."

On this vote, the Senator from Kentucky [Mr. COOPER] is paired with the Senator from Nebraska [Mr. HRUSKA]. If present and voting, the Senator from Kentucky would vote "yea" and the Senator from Nebraska would vote "nay."

On this vote, the Senator from California [Mr. KUCHEL] is paired with the Senator from Colorado [Mr. DOMINICK]. If present and voting, the Senator from

California would vote "yea" and the Senator from Colorado would vote "nay."

On this vote, the Senator from Pennsylvania [Mr. SCOTT] is paired with the Senator from Texas [Mr. TOWER]. If present and voting, the Senator from Pennsylvania would vote "yea" and the Senator from Texas would vote "nay."

The result was announced—yeas 49, nays 20, as follows:

[No. 280 Leg.]

YEAS—49

Aiken	Hartke	Murphy
Bartlett	Jackson	Muskie
Bayh	Javits	Nelson
Bible	Kennedy, Mass.	Pastore
Boggs	Kennedy, N.Y.	Pell
Brewster	Lausche	Prouty
Burdick	Long, Mo.	Proxmire
Byrd, W. Va.	McCarthy	Randolph
Cannon	McGee	Ribicoff
Carlson	McGovern	Russell, S.C.
Clark	Mondale	Saltonstall
Dirksen	Monroney	Smith
Dodd	Montoya	Tydings
Fulbright	Morse	Williams, N.J.
Gore	Morton	Young, Ohio
Griffin	Moss	
Harris	Mundt	

NAYS—20

Bennett	Hill	Russell, Ga.
Byrd, Va.	Holland	Simpson
Cotton	Jordan, Idaho	Stennis
Ellender	Long, La.	Thurmond
Ervin	McClellan	Williams, Del.
Fannin	Miller	Young, N. Dak.
Hickenlooper	Pearson	

NOT VOTING—31

Allott	Gruening	Neuberger
Anderson	Hart	Robertson
Bass	Hayden	Scott
Case	Hruska	Smathers
Church	Inouye	Sparkman
Cooper	Jordan, N.C.	Symington
Curtis	Kuchel	Talmadge
Dominick	Magnuson	Tower
Douglas	Mansfield	Yarborough
Eastland	McIntyre	
Fong	Metcalf	

So the bill (H.R. 15111) was passed.

Mr. CLARK. Mr. President, I move to reconsider the vote by which the bill was passed.

Mr. McCARTHY. Mr. President, I move to lay that motion on the table.

The motion to lay on the table was agreed to.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that Calendar No. 1633, S. 3164, the companion measure to the bill the Senate just passed, be indefinitely postponed.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. MANSFIELD. Mr. President, the distinguished senior Senator from Pennsylvania [Mr. CLARK] has again demonstrated his outstanding leadership capacities by successfully managing the poverty authorization measure through the Senate these past 2 days.

With this measure we are able to carry forward the important programs involved in the war on poverty. And most of the credit goes to Senator CLARK, the able chairman of the Subcommittee on Employment and Manpower of the Committee on Labor and Public Welfare.

Of course, the distinguished senior Senator from New York [Mr. JAVITS] must share the credit. His highly articulate support contributed immensely to the Senate's acceptance of the bill—as did the support of the junior Senator from New York [Mr. KENNEDY], the junior Senator from Wisconsin [Mr.

NESON], and the junior Senator from Massachusetts [Mr. KENNEDY]. Indeed, our commendation goes to all of the Committee members who backed this measure with their strong and persuasive arguments.

Particularly notable for cooperating to assure the successful disposition of this measure were the typically constructive efforts of both the highly able minority leader [Mr. DIRKSEN] and the junior Senator from Vermont [Mr. PROUTY].

Others too played vital roles in obtaining successful action today. I refer to the always strong and articulate efforts of the senior Senator from Oregon [Mr. MORSE], who was joined by the senior Senator from West Virginia [Mr. RANDOLPH] and others to assure decisive Senate approval of this measure.

Most of all I wish to extend the gratitude of the leadership to this entire body for cooperating in such magnificent fashion to dispose of this measure orderly and with recognition for the views of every Member.

MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Bartlett, one of its reading clerks, announced that the House had passed the following bills, in which it requested the concurrence of the Senate:

H.R. 2266. An act to provide for the settlement of claims resulting from an explosion at a U.S. ordnance plant in Bowie County, Tex., on July 8, 1963.

H.R. 3348. An act to authorize a program for the construction of facilities for the teaching of veterinary medicine and a program of loans for students of veterinary medicine;

H.R. 4497. An act to amend the act of August 24, 1935, to require certain contractors with the United States to give an affidavit with respect to payment of subcontractors;

H.R. 6103. An act for the relief of the city of Umatilla, Oreg.;

H.R. 11475. An act to provide for the control or elimination of jellyfish and other such pests in the coastal waters of the United States;

H.R. 12360. An act to permit the sale of grain storage facilities to public and private nonprofit agencies and organizations;

H.R. 12536. An act to amend section 409 of title 37, United States Code, relating to the transportation of house trailers and mobile dwellings of members of the uniformed services;

H.R. 15335. An act to amend the act entitled "an act to establish an Advisory Commission on Intergovernmental Relations," approved September 24, 1959;

H.R. 15699. An act relating to national observances and holidays, and for other purposes;

H.R. 16306. An act to amend the Central Intelligence Agency Act of 1949, as amended, and for other purposes; and

H.R. 16474. An act to protect the public health by amending the Federal Food, Drug, and Cosmetic Act to consolidate certain provisions assuring the safety and effectiveness of new animal drugs, and for other purposes.

HOUSE BILLS REFERRED

The following bills were severally read twice by their titles, and referred as indicated:

H.R. 2266. An act to provide for the settlement of claims resulting from an explosion

at a U.S. ordnance plant in Bowie County, Tex., on July 8, 1963;

H.R. 4497. An act to amend the act of August 24, 1935, to require certain contractors with the United States to give an affidavit with respect to payment of subcontractors;

H.R. 6103. An act for the relief of the city of Umatilla, Oreg.; and

H.R. 15699. An act relating to national observances and holidays, and for other purposes; to the Committee on the Judiciary.

H.R. 3348. An act to authorize a program for the construction of facilities for the teaching of veterinary medicine and a program of loans for students of veterinary medicine; and

H.R. 16474. An act to protect the public health by amending the Federal Food, Drug, and Cosmetic Act to consolidate certain provisions assuring the safety and effectiveness of new animal drugs, and for other purposes; to the Committee on Labor and Public Welfare.

H.R. 11475. An act to provide for the control or elimination of jellyfish and other such pests in the coastal waters of the United States; to the Committee on Commerce.

H.R. 12360. An act to permit the sale of grain storage facilities to public and private nonprofit agencies and organizations; to the Committee on Agriculture and Forestry.

H.R. 12536. An act to amend section 409 of title 37, United States Code, relating to the transportation of house trailers and mobile dwellings of members of the uniformed services; and

H.R. 16306. An act to amend the Central Intelligence Agency Act of 1949, as amended, and for other purposes; to the Committee on Armed Services.

H.R. 15335. An act to amend the act entitled "an act to establish an Advisory Commission on Intergovernmental Relations," approved September 24, 1959; to the Committee on Government Operations.

AUTHORITY FOR THE POSTMASTER GENERAL TO ENTER INTO LEASES OF REAL PROPERTY FOR PERIODS NOT EXCEEDING 30 YEARS—RE-COMMITAL TO COMMITTEE ON PUBLIC WORKS

Mr. MANSFIELD. Mr. President, I ask unanimous consent that Calendar No. 1553, H.R. 14548, be recommitted to the Committee on Public Works.

The PRESIDING OFFICER. The bill will be stated by title.

The LEGISLATIVE CLERK. A bill (H.R. 14548) to extend the authority of the Postmaster General to enter into leases of real property for periods not exceeding 30 years, and for other purposes.

The PRESIDING OFFICER. Is there objection to the request of the Senator from Montana? Without objection, the bill will be recommitted to the Committee on Public Works.

FOREIGN ASSISTANCE AND RELATED AGENCIES APPROPRIATIONS, 1967

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the Senate turn to the consideration of Calendar No. 1631, H.R. 17788. I do this so that it may become the pending business.

The PRESIDING OFFICER. The bill will be stated by title.

The LEGISLATIVE CLERK. A bill (H.R. 17788) making appropriations for for-

eign assistance and related agencies for the fiscal year ending June 30, 1967, and for other purposes.

The PRESIDING OFFICER. Is there objection to the request of the Senator from Montana?

There being no objection, the Senate proceeded to consider the bill, which had been reported from the Committee on Appropriations with amendments.

AMENDMENT OF DISTRICT OF COLUMBIA MINIMUM WAGE LAW— CONFERENCE REPORT

Mr. MORSE. Mr. President, I submit a report of the committee of conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H.R. 8126) to amend the District of Columbia minimum wage law to provide broader coverage, improved standards of minimum wage and overtime compensation protection, and improve means of enforcement. I ask unanimous consent for the present consideration of the report. I have cleared this with the leadership on both sides of the aisle.

The PRESIDING OFFICER. The report will be read for the information of the Senate.

The legislative clerk read the report. (For conference report, see House proceedings of Oct. 3, 1966, pp. 23940-23943, CONGRESSIONAL RECORD.)

The PRESIDING OFFICER. Is there objection to the present consideration of the report?

There being no objection, the Senate proceeded to consider the report.

Mr. MORSE. Mr. President, I intend to make only a brief explanation as to the agreement of the District of Columbia minimum wage conference.

This minimum wage and hours bill is a historic bill, not only with respect to providing protection for men for the first time, but also by providing for the first time a statutory minimum wage. Likewise, for the first time, this bill provides for statutory overtime compensation.

With the enactment of this bill, a historic milestone will have been accomplished in helping many thousands of District of Columbia men and women to improve their standard of living as a result of their own labors.

The breadth of coverage of workers afforded by this bill is particularly significant. Coverage is practically universal, with the exception of household workers and handymen. In my judgment, these people, too, are entitled to protection by law, and I have every hope that in the years ahead, it will be possible to obtain protection for this segment of our society as well.

Mr. President, current law provides protection and benefits to only 90,000 District of Columbia women and minors. The bill we are enacting extends improved benefits and coverage to 280,000 men, women, and minors. A total of 190,000 more people will receive minimum wage protection and other benefits than ever before in the Nation's Capital City.

The conferees agreed to provisions of the bill that will raise the minimum wage payable to almost all employees in the District of Columbia to \$1.60 an hour over the next 3 years.

This bill, in the opinion of the conferees, incorporates a significant weapon in the war on poverty by providing fairly decent wages and hours protection. Actually, the statutory 40-hour workweek provided for in this bill provides a minimum wage of \$64 weekly, or an annual wage of approximately \$3,320. This is certainly a real accomplishment in our war on poverty.

In my judgment, the enactment of this bill provides the Nation's Capital with a "showcase" minimum wage law. Not only are the benefits, coverage, and protection broad in scope, but this bill complements the Federal statute by bringing the wage minimums to that established by the Fair Labor Standards Act. Additionally, this District of Columbia minimum wage bill will cover a significant number of very low paid workers not reached by the Federal statute.

In my judgment, a most significant aspect of this entire bill is that it provides real benefits to the lowest paid workers in this community. This bill provides these low paid workers a minimum wage which unorganized workers, without the benefits of labor union bargaining facilities, could not reach by themselves.

Another aspect of this bill that should not be overlooked is that it will benefit workers without adversely affecting employers in the District of Columbia. I do not believe that many employers will go out of business or move to the suburbs because of this legislation. I believe businessmen will agree that well-paid workers are better citizens and good customers. Therefore, I believe that this legislation will be good not only for the worker, but good for the business community.

Enactment of this bill has taken much labor and effort by many people over a number of years. However, in my judgment, that work and that effort will be more than amply repaid by the benefits to be gained by the men, women, and minors of this community who work with their hands to provide necessary and worthwhile services to us all.

The PRESIDING OFFICER. The question is on agreeing to the conference report.

The report was agreed to.

STATEMENT OF SENATOR WAYNE MORSE, RE CLARIFICATION OF JANUARY 20, 1966, CONGRESSIONAL RECORD, IN COLLOQUY WITH SENATOR WINSTON PROUTY, REPUBLICAN, OF VERMONT, ON DISTRICT OF COLUMBIA MINIMUM WAGE BILL

Mr. MORSE. Mr. President, possibly too often, those of us here in the Congress who write the laws for the Nation do not pay the attention that we should to the legislative history of our enactments. To emphasize this point, during debate on the District of Columbia minimum wage bill, H.R. 8126, as amended, on January 20, 1966, the distinguished senior Senator from Vermont [Mr. PROUTY] and myself, as floor manager of this bill, participated in a colloquy

with respect to an undefined term in that legislation.

In the first full paragraph of the second column on page 703 of the CONGRESSIONAL RECORD for January 20, 1966, I am quoted incorrectly with respect to whether gratuities should be included in determining the regular rate of compensation for purposes of computing overtime compensation under the District of Columbia minimum wage bill, H.R. 8126.

I was not aware of the error in the RECORD until the Senator from Vermont [Mr. PROUTY] discussed it the other day when we went into conference on the bill and called my attention to it. He joins me in the correction I now ask be made.

In explanation, the words "except that gratuities would be included in the regular rate to the extent that they are accounted for by the employee to the employer" should not have been a part of my remarks. Unquestionably, there was a typographical error in some way. That paragraph should have read:

Mr. MORSE. The answer is "yes." The legislative history will show that the Senator from Vermont has set forth clearly the intent of the Senator in charge of the bill and the meaning of the bill.

Mr. President, because the Government Printing Office has already printed the permanent RECORD for this date and because I desire that accuracy be adhered to on the point that I raise, I ask unanimous consent to have printed as a part of my remarks a five-paragraph colloquy between the distinguished senior Senator from Vermont [Mr. PROUTY] and myself to reflect accurately and correctly my position. The senior Senator from Vermont and myself have discussed this matter, and he is in full agreement with this method of clarifying this particular point.

It is my further desire that this clarification be carried out at the time of the Senate's action on the conference report on this legislation today.

I want to thank the Senator from Vermont and express my appreciation for calling my attention to this error, which neither of us saw during the intervening months.

There being no objection, the colloquy was ordered to be printed in the RECORD, as follows:

Mr. PROUTY. In section 3(b) the term "regular rate" is used as the basis for computing time and one-half. Nowhere in this bill is that term defined, but the same term is used and defined in section 7 of the Fair Labor Standards Act as amended. Is it the Senator's understanding that undefined terms used in this bill which are also used in the Fair Labor Standards Act, such as the term "regular rate," shall have substantially the same meaning and be given substantially the same effect as they receive under the Fair Labor Standards Act?

Mr. MORSE. The answer is yes. That is exactly the intention of the drafters of the bill. For legislative history, as the Senator in charge of the bill, let me say that the Senator from Vermont has set forth exactly the meaning of the "regular rate" in the language of the bill, and he has also set forth the intention of the committee that any term in the bill not specifically defined shall be interpreted and applied as it is defined or used in connection with the Federal Fair Labor Standards Act.

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
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Issued Oct. 6, 1966
For actions of Oct. 5, 1966
89th-2nd; No. 169

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HIGHLIGHTS: House agreed to Conference report on child nutrition bill. House agreed to Senate amendments to bill revising Federal Seed Act. Rep. Langen criticized Administration's farm program.

HOUSE

1. **FOOD FOR PEACE.** Recommitted, 306-61, to conference H. R. 14929, the food-for-peace bill, with instructions to insist on the provision restricting sales of agricultural commodities to any nation that ships equipment, materials, or commodities to Cuba or North Vietnam. pp. 24314-25
2. **CHILD NUTRITION.** Agreed to the conference report on S. 3467, the child nutrition bill. pp. 24313-4

3. SEEDS. Agreed to Senate amendments to H. R. 15662, to revise the Federal Seed Act. This bill will now be sent to the President. p. 24313
4. POVERTY. Conferees were appointed on H. R. 15111, to continue and change various programs under the Economic Opportunity Act. p. 24326
5. EDUCATION. Began debate on H. R. 13161, to strengthen and improve programs of assistance for elementary and secondary schools. pp. 24328-47, 24377-8
6. FARM PROGRAM. Rep. Langen reviewed various criticisms of the Administration's farm program by the Republican Policy Committee. pp. 24365-6
7. RURAL DEVELOPMENT. Rep. Moeller recommended S. 2934, the rural community development districts bill. pp. 24378-9
8. FARM CREDIT. The Banking and Currency Committee reported without amendment S. J. Res. 153, to provide for medals in commemoration of the 50th anniversary of the Federal land bank system (H. Rept. 2193). p. 24387
9. CONSUMERS. Rep. Rosenthal reviewed and requested additional actions to protect consumers. pp. 24379-81
10. PERSONNEL; POVERTY. Rep. Bob Wilson claimed the administration is "hypocritical" in vetoing the Government employees' life insurance bill, then favoring the poverty bill. p. 24364

SENATE

11. LOANS. The Agriculture and Forestry Committee reported with amendments S. 688, to extend loan eligibility to non-profit corporations for rural renewal activities (S. Rept. 1676). p. 24184
12. EDUCATION. The Labor and Public Works Committee reported with amendments H. R. 14644, the proposed Higher Education Amendments of 1966 (S. Rept. 1677). p. 24184
Began debate on S. 3046, to strengthen and improve programs of assistance for elementary and secondary schools. pp. 24244, 24255-99
The Finance Committee reported without amendment H. R. 8664, to implement the Agreement on the Importation of Educational, Scientific, and Cultural Materials, opened for signature at Lake Success on Nov. 22, 1950 (S. Rept. 1679). p. 24184
13. TRANSPORTATION. Conferees were appointed on H. R. 15963, to establish a Department of Transportation. House conferees have been appointed. p. 24244
14. FOREIGN AID. Passed, 52-22, with amendments H. R. 17788, the foreign aid appropriation bill (pp. 24224-244). Agreed to an amendment by Sen. Ellender to reduce by \$27 million appropriations for development loans (pp. 24239-40). Conferees were appointed. House conferees have not been appointed.
15. FISH PROTEIN. Conferees were appointed on S. 2720, to authorize the Interior Department to develop practicable and economic means for production by the commercial fishing industry of fish protein concentrate. House conferees have not been appointed. pp. 24299-300

16. POVERTY. Conferees were appointed on H. R. 15111, to continue and change various programs under the Economic Opportunity Act. ~~House conferees have not been appointed.~~ p. 24300
17. MANPOWER. A subcommittee of the Labor and Public Welfare Committee approved for full committee consideration without amendment H. R. 16715, the proposed Manpower Development and Training Act Amendments of 1966. p. D955
18. CONGRESSIONAL REORGANIZATION. Sen. Clark commended and inserted an editorial, "Faltering Congress." pp. 24205-6
19. DEMONSTRATION CITIES. Sen. Javits expressed disappointment "at the apparent failure of the administration to exert sufficient effort to secure passage in this Congress of the demonstration cities proposal." p. 24207
20. SCHOOL MILK. Sen. Proxmire spoke on the "necessity for providing fluid milk for the young through the special milk program for schoolchildren." p. 24223
21. FOOD MARKETING. Sen. McGee commended and inserted a report, "After 18 Months Food Commission Makes Controversial Report." pp. 24223-4

ITEMS IN APPENDIX

22. 4-H CLUBS. Extension of remarks of Sen. Randolph praising 4-H Clubs. p. A5123
23. LEGISLATIVE RECORD. Extension of remarks of Reps. Bandstra and Hansen, Iowa, reporting on the accomplishments of the 89th Congress. pp. A5123-4, A5149-52
24. POVERTY. Extension of remarks of Rep. Pelly criticizing the program and stating that examples "in other agencies of Government indicate continued maladministration in the Federal Government." p. A5131
Extension of remarks of Sen. Williams, N. J., favoring poverty programs to aid "Americans who are both elderly and poor." p. A5127
Extension of remarks of Rep. Bow expressing concern over "laxity of administration" in a part of the poverty program in Ohio. pp. A5153-4
25. INFLATION. Rep. Hansen, Iowa, inserted an article, "Inflation Danger Exaggerated?" pp. A5127-8
Extension of remarks of Rep. William Ford stating that "Unfortunately, partisan politics has been injected" into the problem of inflation, and inserting a report by Rep. Reuss which "completely refutes this charge." p. A5139
Extension of remarks of Rep. Ottinger stating that the answer to inflation is simple: "cut the 'fat' out of the Federal budget--now." p. A5146
26. VOTING RECORD. Rep. Ichord inserted his voting record for the 89th Congress. pp. A5128-9
27. TOBACCO. Extension of remarks of Rep. Cooley reporting on the development of tobacco programs. p. A5153

BILLS INTRODUCED

28. RECLAMATION. S. 3882 by Sen. Lausche, to authorize the Secretary of the Interior to designate within the Department of the Interior an officer to establish, coordinate, and administer programs for the reclamation, acquisition, and

conservation of lands and water adversely affected by mining operations; to Interior and Insular Affairs Committee. Remarks of author pp. 24184-91

29. PROPERTY. S. 3883 by Sen. Morse, to provide for the payment of reasonable costs, expenses, and attorneys fees to defendants in actions by the United States for the condemnation of real property after determination of the amount of just compensation, or after abandonment of such actions by the United States; to Judiciary Committee. Remarks of author pp. 24191-2
30. RIVER BASIN. S. 3885 by Sen. Harris, to grant the consent of the United States to the Arkansas River Basin compact, Kansas-Oklahoma; to Judiciary Committee. Remarks of author p. 24193
31. TAXATION. H. R. 18211 by Rep. Hungate, to amend the Internal Revenue Code of 1954 to provide that a farmer shall have until March 15 (instead of only until February 15 as at present to file an income tax return which also satisfies the requirements relating to declarations of estimated tax; to Ways and Means Committee.
32. FLOOD INSURANCE. H. R. 18213 by Rep. Boggs, to provide for a national program of flood insurance; to Banking and Currency Committee.
33. WILDLIFE. H. Con. Res. 1032 by Rep. Reuss, expressing the sense of the Congress with respect to the worldwide conservation of wildlife and the convening in 1968 of an international conference on the conservation of wildlife; to Foreign Affairs Committee.

HOUSE - Continued

34. APPROPRIATIONS. Received from the President a supplemental request (H. Doc. 505) which contains the following items for this Department. \$1,650,000 for regulation of dealers in animals for research, Agricultural Research Service, and \$2,840,000 for administration of additional cutting of timber, Forest Service.

BILLS APPROVED BY THE PRESIDENT

35. POLITICAL ACTIVITY. S. 1474, to create a bipartisan commission to study Federal laws limiting political activity by officers and employees of Government. Approved Oct. 3, 1966 (Public Law 89-617).
36. RECREATION. S. 3510, to authorize the Secretary of Interior to study the feasibility of a Connecticut River National Recreation Area. Approved Oct. 3, 1966 (Public Law 89-617)
37. LANDS. H. R. 9976, to give U. S. district courts jurisdiction over actions brought to determine just compensation for lands acquired by the U. S. for canal purposes in irrigation districts. Approved Oct. 4, 1966 (Public Law 89-624).
38. WATER RESOURCES. S. 2287, to authorize a 5-year comprehensive study of water resources of the Delmarva Peninsula. Approved Oct. 4, 1966 (Public Law 89-618).
39. EXPERIMENT STATION. S. 3421, to authorize the Secretary of Agriculture to convey the Alaska Experiment Station to Alaska. Approved Oct. 4, 1966 (Public Law 89-620).

sides of the aisle have put in many hours on this legislation, and as always it is a pleasure to work with them, especially when the product is a bill like the one before us today. I urge the Senate to give it overwhelming approval.

Mr. KENNEDY of New York. Mr. President, I commend the Senator from Texas on his fine statement.

Mr. YARBOROUGH. Mr. President, I thank the Senator from New York for his usual perceptiveness.

ORDER FOR ADJOURNMENT

Mr. MANSFIELD. Mr. President, I ask unanimous consent that when the Senate completes its business this afternoon, it stand in adjournment until 12 o'clock noon tomorrow.

The PRESIDING OFFICER. Without objection, it is so ordered.

ESTABLISHMENT OF CONTIGUOUS FISHERY ZONE BEYOND TERRITORIAL SEA OF THE UNITED STATES

The PRESIDING OFFICER laid before the Senate the amendment of the House of Representatives to the bill (S. 2218) to establish a contiguous fishery zone beyond the territorial sea of the United States, which was to strike out all after the enacting clause and insert:

That there is established a fisheries zone contiguous to the territorial sea of the United States. The United States will exercise the same exclusive rights in respect to fisheries in the zone as it has in the territorial sea, subject to the continuation of traditional fishing by foreign states within this zone as may be recognized by the United States.

SEC. 2. The fisheries zone has as its inner boundary the outer limits of the territorial sea and as its seaward boundary a line drawn so that each point on the line is nine nautical miles from the nearest point in the inner boundary.

SEC. 3. Whenever the President determines that a portion of the fisheries zone conflicts with the territorial waters or fisheries zone of another country, he may establish a seaward boundary for such portion of the zone in substitution for the seaward boundary described in section 2.

SEC. 4. Nothing in this Act shall be construed as extending the jurisdiction of the States to the natural resources beneath and in the waters within the fisheries zone established by this Act or as diminishing their jurisdiction to such resources beneath and in the waters of the territorial seas of the United States.

Mr. BARTLETT. Mr. President, this measure is of great importance to the people of the State of Oregon as well as to other coastal States.

The only change of a substantive nature was the addition by the House of a new section 4 to the bill. It reads as follows:

SEC. 4. Nothing in this Act shall be construed as extending the jurisdiction of the States to the natural resources beneath and in the waters within the fisheries zone established by this Act or as diminishing their jurisdiction to such resources beneath and in the waters of the territorial seas of the United States.

According to the report of the House Committee on Merchant Marine and

Fisheries, this language was added to make it clear that the jurisdiction of the coastal States to regulate the fisheries and to manage and develop the natural resources beneath and in the waters of the territorial sea—out to 3 miles from shore—was neither increased nor decreased, nor was the jurisdiction of the coastal States to regulate the fisheries and to manage and control any resources beneath and in the waters of the newly established fisheries zone extended to such zone.

Mr. President, I move that the Senate concur in the House amendments.

Mr. MORSE. Mr. President, will the Senator yield?

Mr. BARTLETT. I am happy to yield.

Mr. MORSE. In behalf of the people of my State, I thank the Senator from Alaska for his leadership, not only in this field, but in dealing with many of the problems that affect the Pacific Northwest.

The passage of this bill will be good news, not only to the fisheries and the fishermen of my State, but to the entire coastal region.

I heartily endorse the motion, and I thank the Senator.

The motion was agreed to.

PROTECTION AND CONSERVATION OF NORTH PACIFIC FUR SEALS

The PRESIDING OFFICER laid before the Senate the amendments of the House of Representatives to the bill (S. 2102) to protect and conserve the North Pacific fur seals, to provide for the administration of the Pribilof Islands, to conserve the fur seals and other wildlife on the Pribilof Islands, and to protect sea otters on the high seas, which were, on page 2, line 20, strike out all after "Ocean" over through and including "Interior." on page 3, line 3, and insert: "are permitted to take fur seals and dispose of their skins in any manner after the skins have been officially marked and certified by a person authorized by the Secretary of the Interior, provided that the seals are taken only in canoes not transported by or used in connection with other vessels, and propelled entirely by oars, paddles, or sails, and manned by not more than five persons each, in the way hitherto practiced and without the use of firearms."; on page 3, line 6, strike out "engaged in the taking of fur seals or" and insert "for the purpose of taking fur seals or are"; on page 5, line 14, strike out all after "seizure or" down through and including "States." in line 21, and insert: "arrest.

"The Secretary of the Interior or the Secretary of the Treasury, upon request of the Secretary of State, shall deliver the seized vessel or arrested person, or both, as promptly as practicable to the authorized officials of said party: *Provided*, That whenever said party cannot immediately accept such delivery, the Secretary of the Interior or the Secretary of the Treasury may, upon request of the Secretary of State, keep the vessel or person under surveillance within the United States"; on page 9, lines 23 and 24, strike out "Islands including the coasts

thereof." and insert "Islands."; on page 10, lines 14 and 15, strike out "Surgeon General of the Public Health Service" and insert "Secretary of Health, Education, and Welfare"; on page 10, line 23, strike out all after "section." over through and including "Islands." on page 11, line 3; on page 12, line 1, strike out all after "that" down through and including "property." in line 6, and insert "the title conveyed is inalienable except upon approval of the Secretary."; on page 12, line 11, strike out "or" where it appears the second time, and insert "of"; on page 13, line 7, strike out "Treasury shall pay" and insert "Interior shall certify to the Secretary of the Treasury for payment"; on page 16, line 11, after "the" insert "gross receipts of the"; on page 21, after line 6, insert:

(d) The term "Pribilof Islands" as used in this Act means the islands of St. Paul and St. George, Walrus and Otter Islands, and Sea Lion Rock.

On page 22, line 3, strike out all after "of" down through and including "Islands." in line 7, and insert "1966, including, but not limited to, the costs of handling and dressing the skins, the costs of making the sales, and all expenses incurred in the administration of the Pribilof Islands, and the payments made to any municipal corporation established pursuant to this Act and to the civil service retirement and disability fund pursuant to section 208 of this Act."

Mr. BARTLETT. Mr. President, I move that the Senate disagree to the amendments of the House of Representatives and request a conference on the disagreeing votes of the two houses thereon, and that the Chair appoint the conferees on the part of the Senate.

The motion was agreed to; and the Presiding Officer appointed Senators BARTLETT, MAGNUSON, and PROUTY as conferees on the part of the Senate.

DEVELOPMENT OF PRODUCTION BY COMMERCIAL FISHING INDUSTRY OF FISH PROTEIN CONCENTRATE

The PRESIDING OFFICER laid before the Senate the amendments of the House of Representatives to the bill (S. 2720) to authorize the Secretary of the Interior to develop, through the use of experiment and demonstration plants, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate, which were, to strike out all after the enacting clause and insert:

That the Secretary of the Interior is authorized to conduct, and through grants to and contracts with public and private agencies to promote studies, research, and experiments designed to develop the best and most economical processes and methods to reduce fish which are in abundant supply and which are not now widely sought after for human food to a nutritious, wholesome, and stable fish protein concentrate, as well as to conduct food technology and feasibility studies with respect to such products.

SEC. 2. (a) The Secretary is also authorized to acquire by lease or to construct not to exceed one experiment and demonstration

plant for the production of a fish protein concentrate. Such plant shall be designed to demonstrate the reliability and practicability and the economic, engineering, and operating potentials of the processes and methods to reduce fish and fish protein concentrate. Such plant shall be located in such geographical area as the Secretary determines will demonstrate optimum feasibility from the standpoint of operation, maintenance, and economic potential. The Secretary of the Interior shall not commence construction of or lease any plant pursuant to the provisions of this Act until the Secretary of Health, Education, and Welfare shall have certified that fish protein concentrate produced from whole fish complies with the provisions of the Federal Food, Drug, and Cosmetics Act.

(b) The Secretary may operate and maintain or contract for the operation and maintenance of such plant. Any operation and maintenance contract shall provide, in addition to such terms and conditions as the Secretary deems desirable, for the compilation by the contractor of complete records, including cost data, with respect to the operation, maintenance, and engineering of the plant. The records so compiled shall be made available to the public and to the Congress by the Secretary at periodic and reasonable intervals. Access by the public to the plant shall be assured during all phases of its operation subject to such reasonable restrictions as to time and place as the Secretary may require or approve.

(c) All contracts entered into pursuant to subsection (b) of this section shall include a clause to the effect that the Comptroller General of the United States or any of his duly authorized representatives shall until the expiration of three years after final payment have access to and the right to examine any directly pertinent books, documents, papers, and records of the contractor or any of his subcontractors engaged in the performance of and involving transactions related to such contracts or subcontracts.

(d) Any constructed plant and its equipment upon the expiration of a period deemed appropriate by the Secretary for experiment and demonstration purposes, shall, as promptly as practicable, be disposed of in accordance with the applicable provisions of the Federal Property and Administrative Services Act, as amended.

(e) The Secretary may acquire lands or interests therein, patents, licenses, technical data, inventions, secret processes, supplies, and equipment by purchase, license, lease, or donation to carry out the provisions of this section.

SEC. 3. There are authorized to be appropriated not to exceed \$1,000,000 for the construction or acquisition by lease of the plant authorized by this Act, such appropriation to remain available until expended, together with such additional sums as may be necessary for the operation and maintenance of such plant, not to exceed \$285,000 per year for a period of five years, and for conducting the program authorized by this Act, not to exceed \$335,000 per year for a period of five years.

SEC. 4. The Secretary shall cooperate with public and private agencies, organizations, institutions, and individuals in carrying out the program authorized by this Act.

SEC. 5. The authority of the Secretary under this Act shall expire at the expiration of five years from the date of enactment of this Act.

And to amend the title so as to read: "A bill to authorize the Secretary of the Interior to develop, through the use of an experiment and demonstration plant, practicable and economic means for the production by the commercial fishing industry of fish protein concentrate."

Mr. BARTLETT. Mr. President, I move that the Senate disagree to the amendments of the House of Representatives and request a conference on the disagreeing votes of the two Houses thereon, and that the Chair appoint the conferees on the part of the Senate.

The motion was agreed to; and the Presiding Officer appointed Senators BARTLETT, MAGNUSON, and PROUTY, as conferees on the part of the Senate.

Mr. BARTLETT. Mr. President, once again I express my appreciation to the Senator from Oregon.

ECONOMIC OPPORTUNITY AMENDMENTS OF 1966

The PRESIDING OFFICER laid before the Senate a message from the House of Representatives announcing its disagreement to the amendment of the Senate to the bill (H.R. 15111) to provide for continued progress in the Nation's war on poverty, and requesting a conference with the Senate on the disagreeing votes of the two Houses thereon.

Mr. MORSE. I move that the Senate insist upon its amendment, agree to the request of the House for a conference, and that the Chair appoint the conferees on the part of the Senate.

The motion was agreed to; and the Presiding Officer appointed Mr. CLARK, Mr. RANDOLPH, Mr. PELL, Mr. KENNEDY of Massachusetts, Mr. KENNEDY of New York, Mr. NELSON, Mr. JAVITS, Mr. PROUTY, and Mr. MURPHY conferees on the part of the Senate.

THE 1966 CAPTIVE NATIONS WEEK

Mr. SIMPSON. Mr. President, this past July citizens throughout the country observed the eighth Captive Nations Week. From all accounts, this observance turned out to be the best yet. In terms of citizen activity, newspaper coverage, TV and radio programming, and public discussion forums, the 1966 Captive Nations Week surpassed all others. This sustained and growing interest in the plight of all the captive nations augurs well for the future of our country in the months and years ahead.

For the past 2 months, the RECORD has been replete with reports of this highly successful week. To complete this massive report on what has truly become an American tradition of hope, understanding, and patriotic determination, I ask unanimous consent that the following items be printed at this point in the RECORD:

First. A July 29 editorial in the Florida Catholic on "Captive Nations Week";
Second. A Sarasota, Fla., account of July 22 on "Captive Week Observance Irritates Soviet Officials";

Third. The program and review of the Chicago observance, followed by reports in the Chicago newspapers;

Fourth. The program of the observance in Phoenix, Ariz., on July 28, 1966;

Fifth. A letter on the "Captive People" in the July 28 issue of the Wanderer;

Sixth. An article on "Captive Nations in New England" in the September 15 issue of America, followed by newspaper

items and reports in several New England papers; and

Seventh. A report on the Kiwanis International Captive Nations Week project in Tampa, Fla.

There being no objection, the items were ordered to be printed in the RECORD, as follows:

[From the Florida Catholic, July 29, 1966]

CATHOLIC COMMENT: CAPTIVE NATIONS WEEK

Since 1959 the third week in July has been designated, by a special act of Congress, as "Captive Nations Week." Its purpose is to focus on the plight of those peoples who live under communist domination. It is a week when special prayers are offered for these oppressed people that the light of liberty will not be dimmed forever in their native lands.

It is indeed unfortunate that so many Americans are ignorant of the nations that are submerged in the atheistic tyranny of communism. They seem to have forgotten the millions of people who must live without the basic liberties in these forgotten nations.

In some quarters of our nation those who should know better are telling us that communism is "changing" or that it is "mellowing." But communism will never change so long as it is atheistic in nature and materialistic in operation. Under such a system God and liberty have no place.

Another fallacy often heard is that such nations as Romania and Czechoslovakia are at odds with the Kremlin and that they seek to break away from the Soviet Union.

It may be true that in certain minor instances nations in the Red orbit may disagree with policies emanating from Moscow. But in the major decisions, they are as one.

We have an example of this in a news release dated only this past July 8. It was then that the seven nations in the Communist Warsaw Pact—Hungary, Bulgaria, East Germany, Poland, Romania, Czechoslovakia, and the Soviet Union—jointly condemned the United States for its "aggression" in Viet Nam. These nations also said they were ready to send "volunteers" to Viet Nam to fight U.S. troops if Hanoi asks for them.

If communism is changing, where can we find it in the above policy statement? The communists have yet to be deterred from their long-stated objective—the conquest of the world.

The peoples of the captive nations look to the U.S. for hope, for guidance, and for prayers. If we cannot or will not grant them the first two, the least we can do is pray to God that the day of their deliverance will be short-coming. The worst thing we could say is that they are not "captive" and thus ignore their pleas to live as we do—in freedom.

—THE WEST VIRGINIA REGISTER.

CAPTIVE WEEK OBSERVANCE IRRITATES SOVIET OFFICIALS

SARASOTA.—Sarasota's Project Alert, in conjunction with Captive Nations Week, has made the following release:

"In 1959 Congress passed a resolution to make the third week in July, Captive Nations Week. Since then, many of our nation's governors, mayors and citizens have amplified the observance although our administration in Washington has played down the Week in recent years.

"And, since then, most significantly, the Resolution has become a major irritating thorn in the thick hide of Soviet Russia. The Week has become the occasion for communist denunciation of our efforts to focus world attention on the nations forcefully brought under Communist domination.

SOVIET BLASTS WEEK

"Mikhail Suslov, Secretary of the Central Committee of the Soviet Communist Party, said in July, 1965, 'Especially disgusting is

Cederberg	Herlong	Pickle
Celler	Hicks	Pike
Chamberlain	Horton	Pirnie
Chelf	Hosmer	Poage
Clancy	Howard	Poff
Clark	Hull	Pool
Clausen,	Hungate	Price
Don H.	Huot	Radzinski
Clawson, Del.	Hutchinson	Quie
Cleveland	Ichord	Quillen
Collier	Irwine	Race
Colmer	Jarman	Randall
Conable	Jennings	Redlin
Conte	Joelson	Reid, Ill.
Cooley	Johnson, Calif.	Reid, N.Y.
Corbett	Johnson, Okla.	Reifel
Cramer	Johnson, Pa.	Rhodes, Ariz.
Cunningham	Jonas	Rhodes, Pa.
Curtin	Jones, Ala.	Rivers, S.C.
Curtis	Jones, Mo.	Roberts
Daddario	Jones, N.C.	Robison
Dague	Karsten	Rodino
Daniels	Karth	Rogers, Colo.
Davis, Ga.	Kee	Rogers, Fla.
Davis, Wis.	Keith	Roncalio
de la Garza	Kelly	Rooney, N.Y.
Delaney	King, Calif.	Rooney, Pa.
Dent	King, N.Y.	Rostenkowski
Denton	King, Utah	Roudebush
Derwinski	Kirwan	Roush
Devine	Kornegay	Rumsfeld
Dickinson	Kunkel	Satterfield
Dole	Laird	St Germain
Donohue	Landrum	St. Onge
Dorn	Langen	Saylor
Dowdy	Latta	Schmidhauser
Downing	Lennon	Schneebeli
Dulski	Lipscomb	Schweiker
Duncan, Tenn.	Long, La.	Secrest
Dwyer	Long, Md.	Selden
Edmondson	Love	Senner
Edwards, La.	McCarthy	Shipley
Erlenborn	McClary	Shriver
Everett	McCulloch	Sikes
Evins, Tenn.	McDade	Skubitz
Fallon	McDowell	Slack
Farnum	McEwen	Smith, Calif.
Fasell	McFall	Smith, Iowa
Feighan	McGrath	Springer
Findley	Macdonald	Stafford
Fino	MacGregor	Staggers
Flood	Machen	Stalbaum
Fogarty	Mackay	Stanton
Foley	Mackie	Steed
Ford, Gerald R.	Madden	Stubblefield
Fountain	Mahon	Talcott
Friedel	Mailliard	Taylor
Fulton, Pa.	Marsh	Teague, Calif.
Fulton, Tenn.	Mathias	Tenzer
Fuqua	Matthews	Thomson, Wis.
Gettys	May	Trimble
Gialmo	Meeds	Tunney
Gibbons	Michel	Tuten
Gilligan	Miller	Udall
Goodell	Mills	Ullman
Grabowski	Minish	Utt
Gray	Minshall	Van Deerlin
Green, Pa.	Mize	Vanik
Greigg	Moeller	Vigorito
Grover	Monagan	Waggonner
Gubser	Moore	Watts
Gurney	Moorhead	Weltner
Hagan, Ga.	Morton	Whalley
Haley	Mosher	White, Idaho
Hall	Murphy, N.Y.	White, Tex.
Halpern	Natcher	Whitener
Hamilton	Nelsen	Whitten
Hanley	Nix	Williams
Hanna	O'Brien	Wilson,
Hansen, Idaho	O'Neal, Ga.	Charles H.
Hansen, Wash.	Ottlinger	Wolf
Hardy	Passman	Wright
Harsha	Patman	Wyatt
Harvey, Mich.	Pelly	Wylder
Hays	Pepper	Young
Hechler	Perkins	Younger
Henderson	Philbin	Zablocki

NAYS—61

Anderson, Tenn.	Farnsley	Kastenmeier
Annunzio	Ford,	Keogh
Ashley	William D.	Kluczynski
Bingham	Fraser	Krebs
Bolling	Frelinghuysen	Matsunaga
Brademas	Gallagher	Mink
Burke	Gathings	Moss
Burton, Calif.	Gilbert	Multer
Clevenger	Gonzalez	Murphy, Ill.
Cohelan	Green, Oreg.	Nedzi
Culver	Griffiths	O'Hara, Ill.
Dawson	Hagen, Calif.	O'Hara, Mich.
Diggs	Hathaway	Olson, Minn.
Dingell	Hawkins	Patten
Dow	Helstoski	Powell
Edwards, Calif.	Holifield	Rees
Fauststein	Holland	Reuss
	Jacobs	Ronan

Rosenthal
Roybal
Ryan

Scheuer
Thompson, N.J.
Yates
Todd

NOT VOTING—66

Addabbo	Kupferman	Sickles
Albert	Leggett	Sisk
Aspinall	McMillan	Smith, N.Y.
Brown, Calif.	McVicker	Smith, Va.
Callaway	Martin, Ala.	Stephens
Conyers	Martin, Mass.	Stratton
Corman	Martin, Nebr.	Sullivan
Craley	Morgan	Sweeney
Duncan, Oreg.	Morris	Teague, Tex.
Dyal	Morrison	Thomas
Edwards, Ala.	Morse	Thompson, Tex.
Ellsworth	Murray	Toll
Evans, Colo.	O'Konski	Tuck
Fisher	Olsen, Mont.	Tupper
Flynt	O'Neill, Mass.	Vivian
Garmatz	Purcell	Walker, Miss.
Grider	Reinecke	Walker, N. Mex.
Gross	Resnick	Watkins
Halleck	Rivers, Alaska	Watson
Hansen, Iowa	Rogers, Tex.	Widnall
Harvey, Ind.	Schisler	Willis
Hébert	Scott	Wilson, Bob

So the motion to recommit was agreed to.

The Clerk announced the following pairs:

Mr. Hébert with Mr. Harvey of Indiana.
Mr. O'Neill of Massachusetts with Mr. Morse.
Mr. Grider with Mr. Watson.
Mr. Stratton with Mr. Smith of New York.
Mr. Evans of Colorado with Mr. Tupper.
Mr. Morgan with Mr. Watkins.
Mr. Albert with Mr. Halleck.
Mrs. Sullivan with Mr. Gross.
Mr. Aspinall with Mr. Martin of Nebraska.
Mr. Fisher with Mr. Edwards of Alabama.
Mr. Corman with Mr. Reinecke.
Mr. Garmatz with Mr. Martin of Massachusetts.
Mr. Olsen of Montana with Mr. O'Konski.
Mr. Smith of Virginia with Mr. Bob Wilson.
Mr. Sisk with Mr. Widnall.
Mr. Morris with Mr. Ellsworth.
Mr. Morrison with Mr. Martin of Alabama.
Mr. Willis with Mr. Callaway.
Mr. Sweeney with Mr. Kupferman.
Mr. Stephens with Mr. Walker of Mississippi.
Mr. Leggett with Mr. Conyers.
Mr. Thompson of Texas with Mr. Duncan of Oregon.
Mr. McVicker with Mr. Walker of New Mexico.
Mr. Addabbo with Mr. McMillan.
Mr. Rivers of Alaska with Mr. Schisler.
Mr. Dyal with Mr. Vivian.
Mr. Brown of California with Mr. Tuck.
Mr. Craley with Mr. Teague of Texas.
Mr. Flynt with Mr. Sickles.
Mr. Hansen of Iowa with Mrs. Thomas.
Mr. Purcell with Mr. Scott.
Mr. Rogers of Texas with Mr. Resnick.

MESSRS. GRAY, YOUNG, ROONEY of New York, and BARRETT changed their votes from "nay" to "yea."

The result of the vote was announced as above recorded.

The doors were opened.

GENERAL LEAVE TO EXTEND

Mr. COOLEY. Mr. Speaker, I ask unanimous consent that all Members desiring to do so have 5 legislative days in which to extend their remarks on the conference report.

The SPEAKER. Is there objection to the request of the gentleman from North Carolina?

There was no objection.

EXTENDING THE AUTHORITY OF THE POSTMASTER GENERAL TO LEASE REAL PROPERTY

Mr. DANIELS. Mr. Speaker, I ask unanimous consent for the immediate

consideration of the joint resolution (S.J. Res. 197) to extend the authority of the Postmaster General to enter into leases of real property for periods not exceeding 30 years, and for other purposes.

The Clerk read the Senate joint resolution, as follows:

S.J. RES. 197

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That section 2109 of title 39, United States Code, is amended to read as follows:

"§ 2109. Time limitations on agreements

: "Agreements may not be entered into under sections 2104 and 2105 of this title after July 22, 1964, and under section 2103 after April 30, 1967."

(Mr. DANIELS asked and was given permission to revise and extend his remarks.)

Mr. DANIELS. Mr. Speaker, Senate Joint Resolution 197 provides for an extension of the leasing program of the Post Office Department to April 30, 1967.

The provisions of title 39 United States Code, section 2103, authorizes the Postmaster General to enter into lease agreements for postal buildings for periods up to 30 years, and authorizes the condemnation and other types of land acquisition and related land disposition. This authority will expire on December 31, 1966, and the joint resolution proposes to grant a 4-month extension.

A 4-month extension was proposed by the Senate Committee on Public Works, which has jurisdiction over this matter in the Senate, in order to permit the committee to examine in depth the relative merits of providing some major postal facilities by Government construction rather than by long-term leasing. This is the same reason advanced by the Senate when the same question of the extension of the leasing authority was considered several years ago.

Mr. Speaker, the House passed a bill, H.R. 14548, on July 18, 1966, which would have continued the 30-year leasing authority indefinitely without any time limitation. The bill received extensive consideration by the Senate Public Works Committee and was reported by the committee with substantial amendments. However, the Senate was not able to complete action on the amendments recommended by the committee and now, since it is getting so late in the session, felt it advisable to provide a 4-month extension on the existing authority in order to permit a continuation of the Department's leasing program beyond December 31, 1966.

This will afford the Senate Public Works Committee ample opportunity next year for determination to be made whether to provide an indefinite extension of the authority or to meet the Post Office Department requirements for major facilities through Government construction.

SUMMARY OF ACTION BY THE SENATE ON H.R. 14548

The bill, H.R. 14548, was reported to the Senate on July 22, 1966—Senate report No. 1400.

Committee amendments propose to continue the 30-year leasing authority for "the erection by the lessor of a special purpose post office building." The special

purpose building was defined as being one convenient for processing mail with at least 90 percent of the floor space devoted exclusively to mail processing activities.

The Senate amendment also proposed a fiscal year limitation on the total amount of lease space to be procured, of 6 million square feet or \$15 million annual rental payments.

Also, any special purpose post office building having a gross floor space exceeding 10,000 square feet could not be the subject of a contract until 60 days after the date of a transmittal of a prospectus to the House and Senate Committees on Public Works.

The Senate amendments were considered by the Senate, but the bill was referred back to the Committee for further study because of several questions raised during the Senate debate concerning the procedure previously followed by the Post Office Department under this leasing program.

The bill was reported to the Senate once again on September 7, 1966—Senate report No. 1591. The Senate apparently has been unable to schedule action on the House bill and in lieu thereof, adopted Senate Joint Resolution 197 on October 4, 1966, providing a 4-month extension.

The SPEAKER. Is there objection to the request of the gentleman from New Jersey [Mr. DANIELS]?

There was no objection.

The Senate joint resolution was ordered read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

PROMOTING GENERAL WELFARE, PUBLIC POLICY AND SECURITY OF OF THE UNITED STATES

Mr. STAGGERS. Mr. Speaker, I ask unanimous consent to take from the Speaker's desk the bill (H.R. 10860) to promote the general welfare, public policy, and security of the United States, with Senate amendment thereto, and concur in the Senate amendment.

The Clerk read the title of the bill.

The Clerk read the Senate amendment, as follows:

Amend the title so as to read: "An Act to amend the Connally Hot Oil Act by exempting States from certain provisions thereof."

The SPEAKER. Is there objection to the request of the gentleman from West Virginia?

There was no objection.

The Senate amendment was concurred in.

A motion to reconsider was laid on the table.

PROVIDING FOR CONTINUED PROGRESS IN THE NATION'S WAR ON POVERTY

Mr. POWELL. Mr. Speaker, I ask unanimous consent to take from the Speaker's desk the bill (H.R. 15111) to provide for continued progress in the Nation's war on poverty, with Senate amendment thereto, disagree to the Sen-

ate amendment and request a conference.

The SPEAKER. Is there objection to the request of the gentleman from New York [Mr. POWELL]?

Mr. WILLIAM D. FORD. Mr. Speaker, reserving the right to object, it is my understanding that the chairman of the committee has submitted to the Speaker a list of conferees on the bill which includes only one of the members of the subcommittee other than the chairman himself, who worked on the bill.

I would like to know if this is correct?

The SPEAKER. The Chair has a list of conferees which, if the unanimous-consent request is agreed to, the Chair will announce.

Mr. WILLIAM D. FORD. Mr. Speaker, the information I have is that those of us who served on the subcommittee handling this piece of legislation were not named to the conference committee, and will not be named.

Having made that observation, I withdraw my reservation of objection.

The SPEAKER. Is there objection to the request of the gentleman from New York [Mr. POWELL]?

The Chair hears none, and appoints the following conferees: Messrs. POWELL, PERKINS, Mrs. GREEN of Oregon, Messrs. THOMPSON of New Jersey, DENT, GIBBONS, AYRES, QUIE and GOODELL.

AUTHORIZING ADDITIONAL EXPENSES FOR THE COMMITTEE ON HOUSE ADMINISTRATION

Mr. FRIEDEL. Mr. Speaker, by direction of the Committee on House Administration I call up the resolution (H. Res. 1028) and ask for its immediate consideration.

The Clerk read the resolution, as follows:

H. RES. 1028

Resolved, That, in carrying out its duties during the Eighty-ninth Congress, the Committee on House Administration is authorized to incur such further expenses (not in excess of \$25,000) as it deems advisable in the United States, its territories, and possessions. Such expenses shall be paid out of the contingent fund of the House on vouchers authorized and approved by such Committee, and signed by the chairman thereof.

The SPEAKER. The Chair recognizes the gentleman from Maryland [Mr. FRIEDEL].

Mr. DENT. Mr. Speaker, will the gentleman yield?

Mr. FRIEDEL. I yield to the gentleman.

Mr. DENT. Mr. Speaker, I want to clear up one matter here. There seems to be a misunderstanding about this \$25,000 appropriation in the minds of some Members. In our committee this morning when we dealt with this subject matter, I asked the question, whether this \$25,000 was to be spent in conducting investigations of the membership of this House as a whole and that it was not aimed at an individual or an individual committee. Some of us serve on some committees that seem to be always being discussed publicly and sometimes privately. Therefore, in order that it be

clearly understood, this committee, investigating under the able gentleman from Ohio [Mr. HAYS] has the use of this \$25,000 to investigate, interrogate, and inquire into the behavior of every Member of the Congress and every committee. Is that true, Mr. Speaker?

Mr. FRIEDEL. The \$25,000 can be used in any way that the chairman of the full committee wishes to use it. It is not strictly limited to investigate the Committee on Education and Labor.

Mr. ANDERSON of Illinois. Mr. Speaker, will the gentleman yield?

Mr. FRIEDEL. I yield to the gentleman.

Mr. ANDERSON of Illinois. Mr. Speaker, I am surprised at the statement just made by the gentleman from Pennsylvania [Mr. DENT] and apparently assented to by the gentleman from Maryland [Mr. FRIEDEL], that this \$25,000 appropriation gives the subcommittee on accounts, as I understand it, of the House Committee on Administration, the right to investigate any or every Member of this House on any matter whatsoever.

As recently as yesterday, I looked into Jefferson's Manual, which defines the legal duties under the rules of this House of the Committee on House Administration. I do not find anything in that manual that would give them broad, sweeping powers to conduct that kind of investigation. I am concerned because shortly there is going to be before this House a resolution to set up a House Committee on Ethics and Standards and I want nothing to interfere with the creation of that committee.

I would not want to leave the statement that has just been made unchallenged in the RECORD and to leave unchallenged the understanding that the rules of this House permit the Committee on House Administration to have anything like the broad, sweeping powers that would be given to it according to the remarks made by the gentleman from Pennsylvania.

Mr. FRIEDEL. The \$25,000 that is being provided by this resolution is not for the subcommittee on accounts but is for the full Committee on House Administration, and the amount, as set forth in the resolution, can be used as the chairman sees fit. This money will come out of the contingent fund. It does not apply to a broad investigation of each individual Member nor is it strictly limited to the one Committee on Education and Labor.

Mr. DENT. Mr. Speaker, will the gentleman yield?

Mr. FRIEDEL. I yield to the gentleman.

Mr. DENT. The gentleman from Maryland was present at the meeting of the committee this morning when I asked that very question. If the minutes of the committee can be brought here, I think the answer to the point I have raised will follow along the lines that I have made clear here.

Is it then the understanding of the gentleman on the other side that this \$25,000, is illegal as the gentleman puts it, improper, for the committee to spend it to investigate the behavior of all the

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(FOR INFORMATION ONLY;
NOT TO BE QUOTED OR CITED)

Issued Oct. 14, 1966
For actions of Oct. 13, 1966
89th-2nd; No. 176

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HIGHLIGHTS: House debated demonstration cities bill, which includes rural-housing amendments. Both Houses agreed to conference report on bill to create Transportation Dept.

HOUSE

1. **HOUSING LOANS.** Began debate on S. 3708, the demonstration cities bill. pp. 25539-79

As reported by the House committee, this bill includes amendments to the rural housing program to permit purchase of new (as well as used) homes, permit cosignors on any rural housing loan (now limited to elderly low-income), increase from \$1,000 to \$1,500 the limitation on loans and grants for repairs of very low-income families' homes, authorize direct loans for cooperative housing and for non-elderly rural residents of low income and insured loans for

non-elderly rural residents of moderate income, limit to \$300 million the amount of new rural housing loans to low or moderate income families that may be insured annually, without limit as to time. The bill removes the annual limit and provides instead a cutoff date of Oct. 1, 1969

2. TRANSPORTATION. Both Houses agreed to the conference report on H. R. 15693, to create a Department of Transportation. This bill will now be sent to the President. pp. 25588-92, 25506-10
3. APPROPRIATIONS. Received the conference report on H. R. 17637, the military construction appropriation bill (H. Rept. 2275). pp. 25529-30
4. FOREIGN TRADE. The Rules Committee reported H. Res. 1043, to authorize expenses for an investigation of European markets by the Banking and Currency Committee (H. Rept. 2259). p. 25537
5. AIR POLLUTION. Agreed to the conference report on S. 3112, to amend the Clean Air Act. pp. 25538-9
6. FISH AND WILDLIFE. Agreed to the conference report on H. R. 9424, providing for a program of conservation and protection of fish and wildlife which are threatened with extinction. This bill will now be sent to the President. p. 25581
7. APPLES. Rep. May commended the apple industry of Wash. p. 25610.
8. EXPENDITURES. Rep. Curtis urged economy in expenditures. pp. 25618-28
9. FOOD FOR PEACE. Rep. Findley spoke in favor of the amendment to bar assistance to those who trade with Cuba. pp. 25628-32
10. FARM PROGRAM. Rep. Olson, Minn., inserted speeches by the Vice President regarding the farm program, etc. pp. 25652-6
Rep. Foley gave a report to constituents, including commendation of the farm program. p. 25660
11. POVERTY; ~~FISH PROTEIN~~. The conferees reached agreement on H. R. 15111, to extend and amend various poverty programs, and S. 2720, authorizing development of practicable means for production of fish protein concentrate. p. D999

SENATE

12. VETERINARY FACILITIES. Passed as reported S. 3348, to authorize a program for the construction of facilities for the teaching of veterinary medicine and a program of loans for students of veterinary medicine. p. 25485
13. MANPOWER; TRAINING. Passed without amendment H. R. 16715, to make various amendments to the Manpower Development and Training Act. This bill will now be sent to the President. pp. 25490-3
14. EDUCATION. Passed with amendments H. R. 14643, to provide for the strengthening of American educational resources for international studies and research. pp. 25485, 25493-506
15. TOBACCO. Sen. Tydings criticized the Department's denial of the 5-percent export subsidy payment for Maryland tobacco. pp. 25520-1

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OFFICE OF BUDGET AND FINANCE
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HIGHLIGHTS: see page 5

HOUSE

1. SUMMER LUNCHES. Passed under suspension of the rules H. R. 9339, to authorize a children's summer lunch program. pp. 26032-7
2. RURAL-RENEWAL LOANS. Passed under suspension of the rules S. 688, to authorize rural-renewal loans for recreation purposes and for private non-profit organizations. pp. 26046-7

3. PACKAGING; LABELING. Agreed to the conference report on S. 985, the fair packaging and labeling bill. pp. 26062-4
4. POVERTY. Received the conference report on H. R. 15111, to continue and amend various programs under the Economic Opportunity Act (H. Rept. 2298). pp. 26050-61
5. VETERINARY EDUCATION. Concurred in a Senate amendment to H. R. 3348, to authorize construction of facilities for teaching veterinary medicine and loans for students of veterinary medicine, and disagreed to two Senate amendments. pp. 26065-6
6. APPROPRIATIONS. The Rules Committee reported a resolution to waive points of order on H. R. 18381, the supplemental appropriation bill. p. 26144
Received the conference report on H. R. 17636, the D. C. appropriation bill (H. Rept. 2292). pp. 26010-12
Conferees were appointed on H. R. 18119, the State, Justice, and Commerce appropriation bill. Senate conferees have been appointed. p. 26032
7. AIRPORTS. Passed under suspension of the rules S. 476, providing for construction of airports in or close to national parks, monuments, and recreation areas. Rep. Staggers said this bill is identical to H. R. 11089. The bill will now be sent to the President. p. 26038
8. LANDS. Passed without amendment S. 84, to provide for reimbursement of Wyo. for improvements made on certain Eden project lands in Sweetwater County if or when the lands revert to the U. S. This bill will now be sent to the President. p. 26000
9. AGRICULTURAL CONSERVATION PROGRAM. Passed as reported H. R. 17588, to authorize assignments of ACP payments. pp. 26006-7
10. CONSERVATION. After discussion, H. R. 15304, to authorize the Department to sell the Pleasanton Plant Materials Center in Alameda County, Calif., was passed over because the official objectors felt it should not be considered by unanimous-consent procedure. pp. 26007-8
11. WORLD FARM CENTER. After discussion, H. Con. Res. 313, to endorse the concept of the World Farm Center, was passed over at the request of Rep. Pelly. p. 26008
12. FISH PROTEIN. Received the conference report on S. 2720, to authorize the Interior Department to develop practicable and economic means for the production of fish protein concentrate (H. Rept. 2290). pp. 26012-3
13. DISASTER RELIEF. Passed under suspension of the rules S. 1861, to provide additional assistance for areas suffering a major disaster. pp. 26024-32
14. WATERSHEDS. Both Houses received from the Budget Bureau plans for various watershed projects. pp. 26144, 26146-7
15. TAXATION. Conferees were appointed on H. R. 17607, to suspend the investment credit and the allowance of accelerated depreciation in the case of certain real property (p. 25999). Senate conferees have already been appointed.

ECONOMIC OPPORTUNITY AMENDMENTS OF 1966

OCTOBER 17, 1966.—Ordered to be printed

Mr. POWELL, from the committee of conference, submitted the following

CONFERENCE REPORT

[To accompany H.R. 15111]

The committee of conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H.R. 15111) to provide for continued progress in the Nation's war on poverty, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the House recede from its disagreement to the amendment of the Senate and agree to the same with an amendment as follows:

In lieu of the matter proposed to be inserted by the Senate amendment insert the following: *That this Act may be cited as the "Economic Opportunity Amendments of 1966"*.

AUTHORIZATION OF APPROPRIATIONS

SEC. 2. (a) *For purposes of carrying out the Economic Opportunity Act of 1964 (other than part C of title I thereof) there is hereby authorized to be appropriated for the fiscal year ending June 30, 1967, the sum of—*

- (1) \$696,000,000 for carrying out title I,
- (2) \$846,000,000 for carrying out title II,
- (3) \$57,000,000 for carrying out title III,
- (4) \$5,000,000 for carrying out section 402(b),
- (5) \$100,000,000 for carrying out title V,
- (6) \$15,000,000 for carrying out title VI,
- (7) \$31,000,000 for carrying out title VIII.

(b)(1) *Of the sums available for carrying out title I of the Economic Opportunity Act of 1964 (other than part C thereof) in the fiscal year ending June 30, 1967, \$211,000,000 is authorized for carrying out part A thereof, \$410,000,000 is authorized for carrying out part B thereof, and \$75,000,000 is authorized for carrying out part D thereof.*

(2) *Of the sums available for carrying out title II of such Act in the fiscal year ending June 30, 1967, \$36,500,000 is authorized for carrying*

out section 205(d); \$36,500,000 is authorized for carrying out section 205(e); \$8,000,000 is authorized for carrying out section 206(b); \$352,000,000 is authorized for carrying out section 211-1(a); \$22,000,000 is authorized for carrying out section 211-1(b); \$61,000,000 is authorized for carrying out section 211-2; \$7,000,000 is authorized for carrying out section 211-3; \$323,000,000 is authorized for carrying out programs for which authorizations are not provided in the preceding clauses of this paragraph.

TITLE I—AMENDMENTS TO TITLE I OF THE ACT

JOB CORPS—STUDIES TO BE PROPERTY OF UNITED STATES

SEC. 101. (a) Section 103(a) of the Economic Opportunity Act of 1964 (hereinafter referred to as "the Act") is amended by inserting before the semicolon at the end thereof the following: "Provided, That such agreements shall provide that all studies, evaluations, proposals, and data produced or developed with Federal funds in the course of the operation of any conservation camp or training center shall become the property of the United States".

(b) Section 103(b) of the Act is amended by striking out "with reduced federal expenditures" and inserting in lieu thereof "at comparable costs".

JOB CORPS—HIGH SCHOOL EQUIVALENCY CERTIFICATES

SEC. 102. Section 103(b) of the Act is amended by inserting before the semicolon at the end thereof the following: "Provided, That such arrangements for education and training of enrollees in the Corps shall, to the extent feasible, provide opportunities for qualified enrollees to obtain education or training necessary to qualify them for the equivalent of a certificate of graduation from high school,"

JOB CORPS—NUMBER OF WOMEN IN THE CORPS

SEC. 103. Section 104 of the Act is amended by adding at the end thereof the following new subsection:

"(e) The Director shall take such action as may be necessary to insure that, on or before July 1, 1967, the number of women in residence, and receiving training, at Job Corps conservation camps and training centers is not less than 23 per centum of the total number of enrollees in the Job Corps."

JOB CORPS—MAXIMUM CAPACITY OF JOB CORPS CAMPS AND CENTERS

SEC. 104. Section 104 of the Act is amended by adding at the end thereof (after the subsection added by section 103) the following:

"(f) The Director shall not use any funds made available to carry out this part for the fiscal year ending June 30, 1967, in such a manner as to increase the capacity of conservation camps and training centers of the Job Corps above the capacity of 45,000 enrollees in such camps and centers."

JOB CORPS—MAXIMUM PERMISSIBLE COST PER ENROLLEE IN CENTERS

SEC. 105. Section 104 of the Act is amended by adding at the end thereof (after the subsection added by section 104) the following:

"(g) The Director shall take such action as may be necessary to insure that for any fiscal year the direct operating costs of Job Corps camps and

centers which have been in operation for more than nine months do not exceed \$7,500 per enrollee in such camps and centers."

JOB CORPS—COMMUNITY ACTIVITY

SEC. 106. Section 104 of the Act is amended by adding at the end thereof (after the subsection added by section 105) the following:

"(h) Job Corps officials shall, whenever possible, stimulate formation of indigenous community activity in areas surrounding Job Corps camps and centers to provide a friendly and adequate reception of enrollees into community life."

JOB CORPS—ENROLLEE ASSIGNMENT

SEC. 107. Section 104 of the Act is amended by adding at the end thereof (after the subsection added by section 106) the following:

"(i) Whenever there is a vacancy in a Job Corps camp or center in the region in which an enrollee resides which is an appropriate camp or center to meet the needs of the enrollee as determined by the Director, such enrollee shall be assigned to such camp or center. If no such vacancy exists, the enrollee shall be assigned to the Job Corps camp or center offering programs and activities appropriate to meet the needs of the enrollee as determined by the Director, which is nearest to the residence of such enrollee."

JOB CORPS—FOLLOW-UP INFORMATION

SEC. 108. Section 104 of the Act is amended by adding at the end thereof (after the subsection added by section 107) the following:

"(j) The Director shall to the maximum extent feasible assure that each enrollee who successfully completes enrollment in the Corps furnishes to him six months and eighteen months after such completed enrollment the following information:

"(1) The place of residence of such enrollee;

"(2) The employment status of such enrollee;

"(3) The compensation received by such enrollee in his current job and the compensation received by him in the job, if any, immediately preceding his current job; and

"(4) Such other relevant information determined by the Director to be necessary for an effective follow-up."

JOB CORPS—APPLICATION OF FEDERAL EMPLOYEES' COMPENSATION ACT

SEC. 109. Section 106(c)(2)(B) of the Act is amended by striking out "\$150, except that with respect to compensation for disability accruing after the individual concerned reaches the age of twenty-one, such monthly pay shall be deemed to be".

JOB CORPS—STANDARDS OF CONDUCT

SEC. 110. Part A of title I of the Act is amended by adding at the end thereof the following:

"STANDARDS OF CONDUCT

"SEC. 111. (a) Within Job Corps camps and centers, standards of conduct and deportment shall be provided and stringently enforced. In

the case of violations committed by enrollees, dismissals from the Corps or transfers to other locations shall be made in every instance where it is determined that retention in the Corps, or in the particular Job Corps camp or center, will jeopardize the enforcement of such standards of conduct and deportment or diminish the opportunity of other enrollees.

“(b) In order to promote the proper moral and disciplinary conditions in Job Corps conservation camps and training centers, the individual directors of Job Corps camps and centers shall be given full authority to take appropriate disciplinary measures against enrollees including, but not limited to, dismissal from the Job Corps, subject to expeditious appeal procedures to higher authority, as provided under regulation set by the Director.

“(c) The Director shall establish appropriate procedures to insure that the transfer of Job Corps enrollees from State or local jurisdiction shall in no way violate parole or probationary procedures of the State. In the event procedures have been established under which the enrollment of a youth subject to parole or probationary jurisdiction is acceptable to appropriate State authorities, the Director shall make provisions for regular supervision of the enrollee and for reports to such State authorities to conform with the appropriate parole and probationary requirements in such State.”

JOB CORPS—EXPERIMENTAL AND DEMONSTRATION PROJECTS

SEC. 111. Part A of title I of the Act is amended by adding at the end thereof the following new section:

“EXPERIMENTAL AND DEMONSTRATION PROJECTS

“SEC. 111-1. The Director shall arrange, through grants or contracts, for the carrying out of experimental and demonstration projects (of which not to exceed four may involve the construction of new camps or centers) providing youth employment and training on a combined residential and nonresidential basis. Such projects may involve the use of resources or authority under both this part and part B of this title, pursuant to agreements with the Secretary of Labor where funds under part B of this title are so used, and the Director is authorized to waive any provision of such parts which he finds would prevent the carrying out of elements of such projects essential to a determination and demonstration of their feasibility and usefulness. The Director shall report to the Congress a full description of actions taken and progress made under this section no later than March 1, 1968.”

WORK TRAINING PROGRAMS—REVISION OF THE PROGRAM

SEC. 112. (a) Sections 111, 112, and 113 of Part B of title I of the Act are amended to read as follows:

“NEIGHBORHOOD YOUTH CORPS

“SEC. 112. (a) The Director shall formulate and carry out—

“(1) programs to provide part-time employment, on-the-job training and useful work experience for students from low-income families who are in the ninth through twelfth grades of school (or are of an age equivalent to that of students in such grades) who are in need of

the earnings to permit them to resume or maintain attendance in school, and

"(2) programs to provide unemployed individuals useful work experience and on-the-job training, combined where needed with educational and training assistance, including basic literacy and occupational training designed to assist the individuals to develop their maximum occupational potential. Enrollment shall be limited to individuals aged sixteen through twenty-one years.

"(b) In determining for purposes of paragraph (1) of subsection (a) whether a student is from a low-income family, the Director shall consider a student to be from such a family if the family receives cash welfare payments.

"FINANCIAL ASSISTANCE

"SEC. 113. (a) The Director is authorized to enter into agreements providing for the payment by him of part or all of the cost of a program submitted under section 112 if he determines, in accordance with such regulations as he may prescribe, that—

"(1) enrollees will be employed either (A) on publicly owned and operated facilities or projects, or (B) on local projects sponsored by private organizations;

"(2) no enrollees will be employed on projects involving political parties, or the construction, operation, or maintenance of so much of any facility as is used or to be used for sectarian instruction or as a place for religious worship;

"(3) the program will not result in the displacement of employed workers or impair existing contracts for services; and

"(4) the rates of pay for time spent in work, training or education and other conditions of employment will be appropriate and reasonable in the light of such factors as the type of work performed, geographical region, and proficiency of the employee.

"(b) In approving on-the-job training projects with other than public or private nonprofit organizations, the Director is authorized to enter into agreements to pay reasonable training costs but not wages paid to enrollees for services performed.

"(c) In approving projects under this part, the Director shall give priority to projects with high training potential and high potential for contributing to the upward mobility of the trainee."

(b) Section 114(a) of the Act is amended striking out "Participation" and inserting in lieu thereof "Enrollment" and by striking out "who have attained age sixteen but have not attained age twenty-two,".

(c) Section 114(c) of the Act is amended by striking out "nonprofit".

(d) Section 115 of the Act is amended by striking out "paid for the period ending three years after the date of enactment of this Act" and by striking out "and such assistance paid for periods thereafter shall not exceed 50 per centum of such costs,".

SPECIAL IMPACT PROGRAMS

SEC. 113. Title I of the Economic Opportunity Act of 1964 is amended by—

(1) striking out the heading of such title and inserting in lieu thereof: "TITLE I—WORK TRAINING AND WORK-STUDY PROGRAMS"; and

(2) Inserting the following new part immediately following part C:

*"PART D—SPECIAL IMPACT PROGRAMS**"ESTABLISHMENT OF PROGRAMS*

"SEC. 131. (a) The purpose of this part is to establish special programs which (1) are directed to the solution of the critical problems existing in particular communities and neighborhoods (defined without regard to political or other subdivisions or boundaries) within those urban areas of the Nation having, in the judgment of the Director, especially large concentrations of low-income persons; (2) are of sufficient size and scope to have an appreciable impact in such communities and neighborhoods in arresting tendencies toward dependency, chronic unemployment, and rising community tensions; and (3), where feasible and appropriate, are part of a citywide plan for the reorganization of local or State agencies in order to coordinate effectively all relevant programs of social development.

"(b) In order to carry out the purposes of this part, the Director is authorized to make grants to public or private nonprofit organizations, or to enter into contracts with other private organizations, for the payment of all or part of the cost of programs described in sections 205 (d) and (e) of this Act. The Director shall assure that the work training and employment opportunities created under these special programs are filled by the residents of the communities or neighborhoods served, and that the activities pursued are carried out in the communities and neighborhoods described in subsection (a). For the purposes of this section, the Director may include youths aged sixteen to twenty-one who are unemployed, underemployed, or below the poverty level as established for the programs described in sections 205 (d) and (e).

"(c) The Director shall establish such criteria, and impose such conditions, as may be necessary or appropriate to assure that no program assistance under this part will result in the displacement of employed workers or impair existing contracts for services and to assure that the rates of pay and other conditions of employment will be appropriate and reasonable in the light of such factors as the type of work performed, geographical region, and proficiency of the employee.

"(d) In carrying out the provisions of this part, the Director shall establish such procedures or impose such requirements as may be necessary or appropriate to assure maximum coordination with community action programs approved pursuant to part A of title II of this Act.

"FEDERAL SHARE OF PROGRAM COSTS

"SEC. 132. Federal grants to any program carried out pursuant to this part shall not exceed 90 per centum of the cost of such program, including costs of administration, unless the Director determines, pursuant to regulations adopted and promulgated by him establishing objective criteria for such determinations, that assistance in excess of such percentages is required in furtherance of the purposes of this part. Non-Federal contributions may be in cash or in kind, fairly evaluated, including but not limited to plant, equipment, and services: Provided, That where capital investment is required under a contract with a private organization (other than a nonprofit organization), the Federal share thereof shall not exceed 90 per centum of such capital investment and the non-Federal share shall be as defined above."

TITLE I PROGRAMS—DURATION; LIMITATION ON USE OF FUNDS

SEC. 114. Part D of title I of the Act is amended to read as follows:

“PART E—DURATION OF PROGRAM

“SEC. 141. The Director shall carry out the programs for which he is responsible under this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law.”

TITLE II—AMENDMENTS TO TITLE II OF THE ACT

COMMUNITY ACTION—DEFINITION OF “COMMUNITY”

SEC. 201. Section 202(a)(1) of the Act is amended by inserting “in an attack on poverty” after “utilizes”, and by striking out “in an attack on poverty” and inserting in lieu thereof “or any neighborhood or other area (irrespective of boundaries or political subdivisions) which is sufficiently homogeneous in character to be an appropriate area for an attack on poverty under this part;”

COMMUNITY ACTION—CRITERIA FOR APPROVAL PROGRAMS

SEC. 202. Section 202(b) of the Act is amended by adding of the end thereof a new sentence to read as follows: “Such criteria shall include requirements to assure (1) that each agency responsible for a community action program is qualified to administer such program and the funds granted to it efficiently, effectively, and in a manner fully consistent with the provisions and purposes of this part, having due regard for the size and complexity of such program and the number of persons and size of the area served; (2) that each such agency is subject to evaluation of program progress and regular or periodic audits and that the results or findings of such evaluations and audits are considered by the agency as well as by the Director in connection with proposals or applications for the renewal, expansion, or modification of any such program; (3) that each such agency maintains records and internal controls needed to achieve and document compliance with all legal requirements and that all records bearing exclusively on grants made under this part are available to the General Accounting Office; (4) that each such program is carried on in accordance with standards and policies, including rules governing the conduct of officers and employees, to preclude the use of program funds, the provision of services, or the employment or assignment of personnel in a manner supporting, or resulting in an identification of such program with, any partisan political activity or any actively designed to further the election or defeat of any candidate for public office; and (5) that the personnel of each such agency are selected, employed, promoted, and compensated in accordance with standards prescribed by the Director, or personnel plans approved by him, as promoting efficiency and the effective use of funds.”

COMMUNITY ACTION—REPRESENTATIVES OF THE POOR

SEC. 203. Section 202 of the Act is amended by adding at the end thereof the following new subsections:

“(c)(1) The Director shall not approve, or continue to fund after March 1, 1967, a community action program which is conducted, ad-

ministered, or coordinated by a board which contains representatives of various geographical areas in the community unless such representatives are required to live in the area they represent.

"(2) The Director shall not approve, or continue to fund after March 1, 1967, a community action program which is conducted, administered, or coordinated by a board on which representatives of the poor do not comprise at least one-third of the membership.

"(3) The representatives of the poor shall be selected by the residents in areas of concentration of poverty, with special emphasis on participation by the residents of the area who are poor.

"(4) In communities where substantial numbers of the poor reside outside of areas of concentration of poverty, provision shall be made for selection of representatives of such poor through a process, such as neighborhood meetings, in which the poor participate to the greatest possible degree.

"(d) The Director shall require community action agencies to establish procedures under which representative groups of the poor including but not limited to minority groups, the elderly, and the rural population, which feel themselves inadequately represented on their community action agency policy board, may petition for adequate representation on such board."

COMMUNITY ACTION—USE OF LATEST DATA IN MAKING ALLOTMENTS

SEC. 204. Section 203(b) of the Act is amended (1) by inserting after "State" the second time it appears in paragraph (1) the following "(as determined on the basis of the latest appropriate data)", (2) by inserting after "States" the second time it appears in such paragraph the following "(as so determined)", (3) by inserting after "State" the second time it appears in paragraph (2) the following "(as determined on the basis of the latest appropriate data)", and (4) by inserting after "States" the second time it appears in paragraph (2) the following "(as so determined)".

COMMUNITY ACTION—SALARY LIMITS

SEC. 205. Section 205(a) of the Act is amended by adding at the end thereof the following new sentence: "The Director shall require that where an agency pays an employee engaged in carrying out a community action program at a rate in excess of \$15,000 per annum, payment of such excess shall not be made from Federal funds; and any amount paid such an employee in excess of \$15,000 per annum shall not be considered in determining whether section 208(a) has been complied with."

COMMUNITY ACTION—ADULT WORK TRAINING AND EMPLOYMENT PROGRAMS

SEC. 206. (a) Section 205 of the Act is amended by redesignating subsection (e) as subsection (f) and by inserting immediately following subsection (d) the following new subsection:

"(e) The Director is authorized to make grants or enter into agreements with any State or local agency or private organization to pay all or part of the costs of adult work training and employment programs for unemployed or low-income persons involving activities designed to improve the physical, social, economic or cultural condition of the community or area served in fields including, but not limited to, health, education, wel-

fare, neighborhood redevelopment, and public safety. Such programs shall (1) assist in developing entry level employment opportunities, (2) provide maximum prospects for advancement and continued employment without Federal assistance, and (3) be combined with necessary educational, training, counseling, and transportation assistance, and such other supportive services as may be needed. Such work experience shall be combined, where needed, with educational and training assistance, including basic literacy and occupational training. Such program shall be conducted in a manner consistent with policies applicable under this Act for the protection of employed workers and the maintenance of basic rates of pay and other suitable conditions of employment."

COMMUNITY ACTION—USE OF PUBLIC FACILITIES

SEC. 207. Section 205(f) of the Act (as so redesignated by section 206) is amended by inserting before the period at the end thereof the following: "and to programs which make the maximum utilization of existing schools, community centers, settlement houses, and other facilities during times they are not in use for their primary purpose".

COMMUNITY ACTION—FUNDING INDEPENDENT PROGRAMS; MEMBERSHIP IN SPONSORING ORGANIZATIONS

SEC. 208. Section 205 of the Act is amended by adding at the end thereof the following new subsections:

"(g) The Director shall carry out this part in such a manner as to insure that funds available for carrying out this part (other than those available for carrying out subsections (d) and (e) of this section, and sections 206(b), 211-1(a), 211-1(b), 211-2 and 211-3) at least 5 per centum will be used for carrying out independently funded community action programs (other than programs described in subsections (d) and (e) of this section, and sections 206(b), 211-1(a), 211-1(b), 211-2 and 211-3) which are carried on in communities in which there is being carried on concurrently a community action program for which an overall community action agency assumes responsibility for planning, developing, and coordinating communitywide antipoverty programs and provides for the involvement and participation of public and private nonprofit agencies. In addition the Director may use an additional 5 per centum of such funds for carrying out such programs. For purposes of this subsection, a program will be deemed to be independently funded if the grantee is one that develops, and is funded to operate only, programs which are of limited scope and which does not have broad comprehensive community representation on its policymaking board, whether or not the grantee sponsors one or several component programs.

"(h) The Director shall make grants to, or contracts with, independently funded public and private nonprofit agencies and organizations in predominantly rural areas in accordance with sections 210 and 617, where the Director determines it is not feasible, within a reasonable period of time, to establish community action agencies.

"(i) If projects are of a regional nature and can be more efficiently operated on this basis, the Director may make grants to, or contract with, independently funded, public and private nonprofit agencies and organizations for the conduct and administration of such projects.

“(j) No officer or employee of the Office of Economic Opportunity shall be an executive officer or a member of the board of directors of any organization (other than a religious organization) with which the Director has entered into a contract under this section to carry out a community action program or a component program thereof.”

COMMUNITY ACTION—FISCAL RESPONSIBILITY AND ACCOUNTING

SEC. 209. Section 205 of the Act is amended by inserting at the end thereof (after the subsections added by section 208) the following:

“(k) No funds shall be released to any public or private nonprofit agency, or combination thereof, under this section unless the grantee organization has submitted to the Director either—

“(1) a statement from the appropriate public financial officer of the community or of the public agency which will maintain the accounts of the grantee, stating that such officer accepts responsibility for providing financial services adequate to insure the establishment and maintenance of an accounting system by such agency and its delegate agencies, with internal controls adequate to safeguard the assets of such agencies, check the accuracy and reliability of accounting data, promote operational efficiency and encourage adherence to prescribed management policies; or

“(2) an opinion from a Certified Public Accountant or a duly licensed public accountant stating that the grantee has established such an accounting system.”

“(l)(1) The Director shall make or cause to be made a preliminary audit survey within 3 months after the effective date of a grant or contract with any public or private nonprofit agency, or combination thereof, under this section to review and evaluate the adequacy of the grantee organization's and its delegate agencies' accounting systems and internal controls.

“(2) Within 30 days of the completion of such survey, the Director shall determine on the basis of the findings and conclusions resulting from such survey whether the accounting systems of the grantee organization and its delegate agencies meet the standards set forth in subsections (k)(1) and (k)(2). If he shall determine that the standards have not been met, he shall immediately notify the grantee organization of his determination and he shall consider whether suspension of further payment of Federal funds under the subject grant is warranted.

“(3) In the event of suspension of any grant funds pursuant to subsection (l)(2), the affected agency shall be given not more than six months from the date of notice of suspension in which to establish, with the advice of Office of Economic Opportunity auditors, the procedures prescribed in subsection (k). A new audit shall be performed within this period and if, by the end of this period, the Director is still unable to determine that the accounting system meets the required standards he shall terminate the contract or grant.

“(m) The Director shall establish such rules and regulations as may be required to insure that public or private nonprofit agencies, or combinations thereof, maintain the standards of accounting set forth in sections 205(k) (1) and (2) during the period of any grant or contract under this section.”

COMMUNITY ACTION—PAYMENT OF ALLOWANCES FOR ATTENDANCE AT MEETINGS

SEC. 210. Section 205 of the Act is amended by inserting at the end thereof (after the subsections inserted by section 209) the following:

“(n) In extending assistance under this section the Director is authorized to make grants for the payment of a reasonable allowance per meeting for attendance at community action agency board meetings or neighborhood community action council or committee meetings and for the reimbursement of other necessary expenses of attendance at such meetings to members of such boards, councils, or committees who are residents of the areas and members of the groups served in order to insure and encourage their maximum feasible participation in the development, conduct, and administration of community action programs: Provided, however, That no such payments shall be made for attendance at more than two meetings in a month, or to any person who is an employee of the United States Government, of a community action agency, or of a State or local governmental agency.”

COMMUNITY ACTION—FAMILY PLANNING SERVICES

SEC. 211. Section 205 of the Act is amended by inserting at the end thereof (after the subsection added by section 210) the following:

“(o)(1) In making grants for programs in the field of family planning the Director shall assure that family planning services, including the dissemination of family planning information and medical assistance and supplies, are made available to all individuals who meet the criteria for eligibility for assistance under this part which have been established by the community action agency and who desire such information, assistance, or supplies.

“(2) No such grant shall be approved unless it contains and is supported by reasonable assurances that in carrying out any program assisted by any such grant, the applicant will establish and follow procedures designed to insure that—

“(A) no individual will be provided with any information, medical supervision or supplies which such individual states to be inconsistent with his or her moral, philosophical, or religious beliefs; and

“(B) no individual will be provided with any medical supervision or supplies unless such individual has voluntarily requested such medical supervision or supplies.

“(3) The use of family planning services provided by the applicant under such grant shall not be a prerequisite to the receipt of services from or participation in any other programs under this Act.”

COMMUNITY ACTION—TECHNICAL ASSISTANCE, TRAINING, AND EMERGENCY LOANS

SEC. 212. (a) Section 206 of the Act is amended to read as follows:

“TECHNICAL ASSISTANCE, TRAINING, AND EMERGENCY LOANS

“SEC. 206. (a) The Director is authorized to provide, either directly or through grants or other arrangements, (1) technical assistance to communities in developing, conducting, and administering community action programs, and (2) training for specialized or other personnel

needed to develop, conduct, or administer such programs or to provide services or other assistance in connection with such programs or otherwise pertaining to the purposes of this part. The Director may, upon request of a grantee under this section, or sections 204, 205, or 209(b), make special assignments of personnel to the grantee to assist and advise in the performance of functions related to the purposes of this part, except that in no event shall more than one hundred persons be employed for, or at any one time regularly engaged in, such assignments, nor shall any such special assignment be for a period of more than two years in the case of any grantee.

“(b) The Director shall also formulate and carry out a program for making small loans to persons in low-income families to meet immediate and urgent family needs. The total outstanding balance of loans made to an individual under this subsection may not at any time exceed \$300. Loans under this subsection shall bear interest at the rate of 2 per centum per annum and shall be made on such other terms and conditions as the Director may prescribe.”

COMMUNITY ACTION—RESEARCH AND DEMONSTRATIONS

SEC. 213. Section 207 of the Act is amended by striking out “, training,” by striking out “15 per centum” and inserting “5 per centum”, and by adding at the end thereof the following: “No grant or contract for a research or demonstration project shall be made under this section after January 1, 1967, except pursuant to an overall plan setting forth specific objectives to be achieved under this section and setting forth priorities among such objectives. Such plan, to the extent it contemplates activities or programs that may be undertaken by other Federal agencies or the making of grants or contracts that might be made by other Federal agencies having demonstration and research responsibilities, shall be approved by the Director only after consultation with such agencies. The Director shall include as part of the annual report required by section 608, or as a separate and simultaneous report, a description of the principal research and demonstration activities undertaken during each fiscal year under this part, a statement indicating the relation of such activities to the plan and the policies of this Act, and a statement with respect to each such category, describing the results or findings of such research and demonstration activities, or indicating the time or period, and to the extent possible the manner, in which the benefits or expected benefits of such activities will or are expected to be realized. The Director shall require that all applications or proposals for research or demonstrations shall be filed simultaneously in the appropriate regional office of the Office of Economic Opportunity, and shall require such offices to review and make recommendations with respect thereto within fifteen days from the date of filing.”

COMMUNITY ACTION—LIMITATIONS ON ASSISTANCE

SEC. 214. Section 208(a) of the Act is amended by striking out “three years after the date of enactment of this Act” and inserting in lieu thereof “June 30, 1967”, and by striking out “50 per centum” and inserting in lieu thereof “80 per centum”.

COMMUNITY ACTION—HEADSTART AND LEGAL SERVICES PROGRAMS

SEC. 215. Title II of the Act is amended by inserting after section 211 the following new section:

“HEADSTART AND LEGAL SERVICES PROGRAMS

“SEC. 211-1. (a) In carrying out sections 204 and 205, the Director shall carry out programs eligible for assistance under such sections which assist young children who have not reached the age of compulsory school attendance and which include (1) the furnishing of such comprehensive health, nutritional, social, educational, and mental health services as the Director finds will aid such children to attain their greatest potential, (2) the provision of appropriate activities to encourage the participation of parents of such children and the effective use of their services, and (3) such other training, technical assistance, evaluation, and follow-through activities as may be necessary or appropriate.

“(b) In carrying out sections 204 and 205, the Director shall carry out programs eligible for assistance under such sections, which provide legal advice and legal representation to persons when they are unable to afford the services of a private attorney, together with legal research and information as appropriate to mobilize the assistance of lawyers or legal institutions, or combinations thereof, to further the cause of justice among persons living in poverty: Provided, That the Director shall establish procedures to assure that the principal local bar associations in the area to be served by any proposed program of legal advice and representation are afforded an adequate opportunity to review the proposed program and to submit comments and recommendations thereon before such program is approved or funded.”

HEALTH SERVICES

SEC. 216. Part A of title II of the Act is amended by adding at the end thereof the following new section:

“COMPREHENSIVE HEALTH SERVICES PROGRAMS

“SEC. 211-2. (a) The Director is authorized to make grants to, or to contract with, public or private nonprofit agencies in order to provide assistance necessary for the development and implementation of comprehensive health services programs focused upon the needs of persons residing in urban or rural areas having high concentrations of poverty and a marked inadequacy of health services. Such programs shall be designed—

“(1) to make possible, with maximum feasible utilization of existing agencies and resources, the provision of comprehensive health services, including but not limited to preventive medical, diagnostic, treatment, rehabilitation, mental health, dental, and follow-up services, together with facilities and rehabilitation necessary in connection therewith; and

“(2) to assure that such services are made readily accessible to the residents of such areas, are furnished in a manner most responsive to their needs and with their participation, and wherever possible are combined with, or included within arrangements for providing, employment, education, social, or other assistance needed by the families and individuals served.

Before approving any program under this section, the Director shall consult with appropriate Federal, State, and local health agencies and take such steps, or impose such conditions, as may be required to make certain that the program will be carried on under competent professional supervision and that existing agencies providing services related to this section are furnished with all assistance necessary or appropriate in order to permit them to plan for participation in such program and for the necessary continuation of such services.

“(b) In carrying out this section, the Director shall formulate and carry out programs for the prevention of narcotic addiction and the rehabilitation of narcotic addicts. Such programs shall include provisions for the detoxification, guidance, training, and job placement of narcotic addicts.

“(c) The Director, either separately or as part of the annual report required under section 608, shall submit at least annually to the Congress a comprehensive statement describing the actions taken and progress made under this section and all other provisions of this Act in meeting the needs of the poor for expanded and improved health services. The Director shall also provide for studies of the nature and characteristics of health problems particularly significant to low-income persons.

“(d) The Director is authorized, after consultation with the Secretary of Health, Education, and Welfare, to secure (by grant or contract) objective studies of the overall operation of the programs authorized under this section, including their relationship to and impact on the adequacy and availability of all relevant programs and services for meeting total health needs. Reports of such studies, together with such comments and recommendations as the Director and the Secretary of Health, Education, and Welfare may care to offer, shall be submitted to the President and the Congress.”

ADULT BASIC EDUCATION

SEC. 217. Title II of the Act is amended by adding at the end thereof (after the section added by section 216) the following new section:

“SPECIAL PROJECTS ON ADULT BASIC EDUCATION

“SEC. 211-3. The Director is authorized to make grants to local educational agencies and to other public or private nonprofit agencies for the purpose of special projects in the field of adult basic education for low-income individuals over eighteen years of age whose lack of basic educational skills constitutes a substantial impairment of their ability to get or retain employment commensurate with their real ability. Such projects shall—

“(1) involve the use of innovative methods, systems, materials, or programs which the Director determines may have national significance or be of special value in promoting effective programs under this title,

“(2) involve activities in adult basic education which the Director determines are so coupled with other Federal, federally assisted, State, or local programs, as to have unusual promise in promoting a comprehensive or coordinated approach to the problems of low-income individuals with basic educational deficiencies, or

“(3) show promise of enabling persons receiving welfare payments or other forms of public assistance to obtain employment which will permit discontinuance of such assistance.”

TITLE II PROGRAMS—DURATION

SEC. 218. Part D of title II of the Act is amended to read as follows:

“PART D—DURATION OF PROGRAM

“SEC. 221. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law.

TITLE III—AMENDMENTS TO TITLE III OF THE ACT

RURAL AREAS—LOAN AUTHORITY AND INDEMNITY PAYMENTS

SEC. 301. (a) Section 302(a) of the Act is amended by striking out “exceeding \$2,500 in the aggregate” and inserting in lieu thereof “resulting in an aggregate indebtedness of more than \$3,500 at any one time”.

(b) Section 305(f) of the Act is amended by—

(1) inserting “(1)” immediately after “Provided, That”; and

(2) inserting immediately before the period at the end thereof a semicolon and the following: “and (2) a cooperative organization formed by and consisting of members of an Indian tribe (including any tribe with whom the special Federal relationship with Indians has been terminated) engaged in the production of agricultural commodities, or in manufacturing products, on an Indian reservation (or former reservation in the case of tribes with whom the special Federal relationship with Indians has been terminated) shall not be regarded as a cooperative organization within the purview of this clause”.

(c) Section 331(c) of the Act is amended by striking out “June 30, 1966” and inserting in lieu thereof “June 30, 1967”.

TITLE III PROGRAMS—DURATION

SEC. 302. Part C of title III of the Act is amended to read as follows:

“PART C—DURATION OF PROGRAM

“SEC. 321. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law.”

TITLE IV—AMENDMENTS TO TITLE IV OF THE ACT

SEC. 401. Sections 402, 405, and 406 of the Act are amended by striking out “Director” where it appears in such sections and inserting in lieu thereof “Administrator of the Small Business Administration”.

SEC. 402. (a) Section 402 of the Act is hereby redesignated section 402(a) and there is added at the end thereof a new subsection (b) as follows:

“(b) The Director is authorized to make grants to, or contract with, public or private nonprofit agencies, or combinations thereof, to pay all or part of the costs necessary to enable such agencies to provide screening, counseling, management guidance, or similar assistance with respect to

persons or small business concerns which receive or may be eligible for assistance under subsection (a). Financial assistance under this subsection shall be subject to the provisions of section 208 of this Act."

SEC. 403. Sections 403 and 404 of the Act are hereby repealed.

SEC. 404. Section 407 of the Act is amended to read as follows:

"DURATION OF PROGRAM

"SEC. 407. The Administrator of the Small Business Administration shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years."

SEC. 405. Section 402 of the Act is amended by inserting "(a)" after "SEC. 402." and by adding at the end thereof the following new subsection:

"(b) To the extent necessary or appropriate to carry out the programs provided for in this title the Administrator of the Small Business Administration shall have the same powers as are conferred upon the Director by section 602 of this Act."

SEC. 406. Sections 405, 406, and 407 of the Act, as amended by these Economic Opportunity Amendments of 1966, are respectively renumbered as sections 403, 404, and 405 of the Act.

SEC. 407. Section 606 of the Act is amended by striking out "and IV" where it appears in subsections (a) and (d) thereof.

TITLE V—REVISION OF TITLE V OF THE ACT

SEC. 501. (a) Title V of the Act is amended to read as follows:

"TITLE V—WORK EXPERIENCE AND TRAINING PROGRAMS

"STATEMENT OF PURPOSE

"SEC. 501. It is the purpose of this title to expand the opportunities for constructive work experience and other needed training available to persons (including workers in farm families with less than \$1,200 net family income, unemployed heads of families and other needy persons) who are unable to support themselves or their families.

"TRANSFER OF FUNDS

"SEC. 502. In order to permit the carrying out of work experience and training programs meeting the criteria set forth in part E of title II of the Manpower Development and Training Act of 1962, the Director is authorized to transfer funds to the Secretary of Health, Education, and Welfare to enable him (1) to make payments under section 1115 of the Social Security Act for experimental, pilot, or demonstration projects which provide pretraining services and basic maintenance, health, family, basic education, day care, counseling, and similar supportive services required for such programs, and (2) to reimburse the Secretary of Labor for carrying out the activities described in such part E of title II of the Manpower Development and Training Act of 1962. Costs of such projects and activities shall, notwithstanding the provisions of the Social Security Act and the Manpower Development and Training Act of 1962, be met entirely from funds appropriated to carry out this title: Provided, That such funds may not be used to assist families and individuals insofar as

they are otherwise receiving or eligible to receive assistance or social services through a State plan approved under titles I, IV, X, XIV, XVI, or XIX of the Social Security Act.

"LIMITATIONS ON WORK EXPERIENCE AND TRAINING PROGRAMS

"SEC. 503. (a) The provisions of paragraphs (1) to (6), inclusive, of section 409 of the Social Security Act, unless otherwise inconsistent with the provisions of this title, shall be applicable with respect to work experience and training programs assisted with funds under this title. The costs of such programs to the United States shall, notwithstanding the provisions of such Act, be met entirely from funds appropriated or allocated to carry out the purpose of this title.

"(b) Work experience and training programs shall be so designed that participation of individuals in such programs will not ordinarily exceed 36 months, except that nothing in this subsection shall prevent the provision of necessary and appropriate follow-up services for a reasonable period after an individual has completed work experience and training.

"(c) Not more than 12½ percent of the sums appropriated or allocated for any fiscal year to carry out the purposes of this title shall be used within any one state. In the case of any work experience and training program approved on or after July 1, 1968, not more than 80 percent of the costs of projects or activities referred to in section 502 may be paid from funds appropriated or allocated to carry out this title, unless the Secretary of Health, Education, and Welfare determines, pursuant to regulations prescribed by him establishing objective criteria for such determinations, that assistance in excess of such percentage is required in furtherance of the purposes of this title. Non-Federal contributions may be in cash or in kind, fairly evaluated, including but not limited to plant, equipment, and services.

"DURATION OF PROGRAMS

"SEC. 504. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law.

"TRANSITION

"SEC. 505. The Secretary of Labor is authorized to provide work experience and training programs authorized by section 261(a) (3) and (4) of part E of title II of the Manpower Development and Training Act of 1962, commencing July 1, 1967. The Secretary of Health, Education, and Welfare is authorized to provide such work experience and training programs through June 30, 1967, and may also continue to completion those work experience and training programs commenced prior to that date, but in no event shall such programs be extended beyond June 30, 1968. After June 30, 1967, the Secretary of Health, Education, and Welfare, pursuant to agreement with the Secretary of Labor which shall include provisions for joint evaluation and approval of the training and work experience aspect of each project or program, may also—

"(1) with the concurrence of the Secretary of Labor, renew existing projects and programs, or develop and provide new projects or

programs, to accomplish the purposes of this title and of part E of title II of the Manpower Development and Training Act of 1962; and

“(2) with the concurrence of the Secretary of Labor, develop and provide other work experience and training programs pursuant to such part E, with respect to such projects or parts of projects which the Secretary of Labor is unable to provide after being given notice and a reasonable opportunity to do so.

Before July 1, 1967, the Secretary of Health, Education, and Welfare may, for the purposes of this title and part E of title II of the Manpower Development and Training Act of 1962, utilize the services and facilities available under the manpower development and utilization programs administered by the Department of Labor which may include, but not be limited to, testing, counseling, job referral and follow-up services required to assist participants in securing and obtaining employment, training opportunities, either on or off the job, available under the Manpower Development and Training Act of 1962, and relocation assistance to involuntarily unemployed individuals in accordance with the standards prescribed in section 104 of the Manpower Development and Training Act of 1962, and shall compensate the Secretary of Labor for the reasonable costs thereof either by advance or reimbursement.”

TITLE VI—AMENDMENTS TO TITLE VI OF THE ACT

ELDERLY POOR

SEC. 601. (a) Section 601(a) of the Act is amended by striking out “three” in the third sentence thereof and inserting in lieu thereof “four”.

(b) Section 610 of the Act is amended by inserting at the end thereof the following: “The Director shall carry out such investigations and studies, including consultations with appropriate agencies and organizations, as may be necessary (1) to develop programs providing employment opportunities, public service opportunities, and education for the elderly poor under the provisions of this Act, and (2) to determine and recommend to the President and the Congress such programs requiring additional authority and the necessary legislation to provide such authority.”

LIAISON BETWEEN AGENCIES

SEC. 602. Section 602(d) of the Act is amended by adding immediately before the semicolon at the end thereof the following: “subject to provisions to assure the maximum possible liaison between the Office of Economic Opportunity and such other agencies at all operating levels, which shall include the furnishing of complete operational information by such other agencies to the Office of Economic Opportunity and the furnishing of such information by such Office to such other agencies”.

ELIMINATION OF SPECIAL PRINTING AUTHORITY OF DIRECTOR

SEC. 603. Section 602(m) of the Act is amended to read as follows:

“(m) expend funds made available for purposes of this Act—

“(1) for printing and binding, in accordance with applicable law and regulation; and

“(2) without regard to any other law or regulation, for rent of buildings and space in buildings and for repair, alteration, and improvement of buildings and space in buildings rented by

him; but the Director shall not utilize the authority contained in this subparagraph (2)—

“(A) except when necessary to obtain an item, service, or facility, which is required in the proper administration of this Act, and which otherwise could not be obtained, or could not be obtained in the quantity or quality needed, or at the time, in the form, or under the conditions in which, it is needed, and

“(B) prior to having given written notification to the Administrator of General Services (if the exercise of such authority would affect an activity which otherwise would be under the jurisdiction of the General Services Administration) of his intention to exercise such authority, the item, service, or facility with respect to which such authority is proposed to be exercised, and the reasons and justifications for the exercise of such authority; and”.

ADMINISTRATION—POLITICAL ACTIVITIES

SEC. 604. Section 603 of the Act is amended to read as follows:

“POLITICAL ACTIVITIES

“SEC. 603. (a) For purposes of chapter 15 of title 5 of the United States Code any overall community action agency which assumes responsibility for planning, developing, and coordinating communitywide anti-poverty programs and receives assistance under this Act shall be deemed to be a State or local agency; and for purposes of clauses (1) and (2) of section 1502(a) of such title any agency receiving assistance under this Act (other than part C of title I) shall be deemed to be a State or local agency.

“(b) The Director, after consultation with the Civil Service Commission, is authorized to issue such regulations or impose such requirements as may be necessary or appropriate to supplement the provisions of subsection (a) of this section or otherwise to insure that programs assisted under this Act are not carried on in a manner involving the use of program funds, the provision of services, or the employment or assignment of personnel in a manner supporting, or resulting in the identification of such program with, any partisan political activity or any activity designed to further the election or defeat of any candidate for public office.”

NATIONAL ADVISORY COUNCIL ON ECONOMIC OPPORTUNITY

SEC. 605. Section 605 of the Act is amended to read as follows:

“NATIONAL ADVISORY COUNCIL ON ECONOMIC OPPORTUNITY

“SEC. 605. (a) There is hereby established in the Office a National Advisory Council on Economic Opportunity (hereinafter referred to as the Advisory Council), to be composed of twenty-one members appointed, for staggered terms and without regard to the civil service laws, by the President. Such members shall be representative of the public in general and appropriate fields of endeavor related to the purposes of this Act. The President shall designate the chairman from among such members. The Advisory Council shall meet at the call of the chairman but not less

often than four times a year. The Director shall be an *ex officio* member of the Advisory Council.

“(b) The Advisory Council shall—

“(1) advise the Director with respect to policy matters arising in the administration of this Act; and

“(2) review the effectiveness and the operation of programs under this Act and make recommendations concerning (A) the improvement of such programs, (B) the elimination of duplication of effort, and (C) the coordination of such programs with other Federal programs designed to assist low income individuals and families.

Such recommendations shall include such proposals for changes in this Act as the Advisory Council deems appropriate.

“(c) The Advisory Council shall make an annual report of its findings and recommendations to the President not later than March 31 of each calendar year beginning with the calendar year 1967. The President shall transmit each such report to the Congress together with his comments and recommendations.”

ADMINISTRATION—COMPARABILITY OF WAGES

SEC. 606. Part A of title VI of the Act is amended by adding at the end thereof the following new section:

“COMPARABILITY OF WAGES

“SEC. 610-1. (a) The Director shall take such action as may be necessary to assure that persons employed in carrying out programs financed under part A of title I or part A of title II (except a person compensated as provided in section 602) shall not receive compensation at a rate which is (1) in excess of the average rate of compensation paid in the area where the program is carried out to persons providing substantially comparable services, or in excess of the average rate of compensation paid to persons providing substantially comparable services in the area of the person's immediately preceding employment, whichever is higher or (2) less than the minimum wage rate prescribed in section 6(a)(1) of the Fair Labor Standards Act of 1938.

“(b) Not later than sixty days after the close of the fiscal year 1967 and each fiscal year thereafter the Director shall prepare and submit to the President for submission to the Congress a list of the names of all officers or employees whose compensation is subject to the limitations set forth in subsection (a) of this section and who were receiving at the end of such fiscal year a salary of \$10,000 or more per year, together with the amount of compensation paid to each such person and the amount of such compensation paid from funds advanced or granted pursuant to this Act. No grant, contract or agreement shall be made under any of the provisions of this Act referred to in subsection (a) of this section which does not contain adequate provisions to assure the furnishing of information required by the preceding sentence.

“(c) No person whose compensation exceeds \$6,000 per annum and is paid pursuant to any grant, contract, or agreement authorized under part A of title I or part A of title II (except a person compensated as provided in section 602) shall be employed at a rate of compensation which exceeds by more than 20 percent the salary which he was receiving in his immediately preceding employment, but the Director may grant exceptions for specific cases. In determining salary in preceding em-

ployment for one regularly employed for a period of less than 12 months per year, the salary shall be adjusted to an annual basis."

COORDINATION OF PROGRAMS WITHIN EXECUTIVE BRANCH

SEC. 607. Section 611 of the Act is amended by adding at the end thereof the following:

"(c) It shall be the responsibility of the Director, the Secretary of Labor, the Secretary of Health, Education, and Welfare, and the heads of all other departments and agencies concerned, acting through the President's Committee on Manpower, to provide for, and take such steps as may be necessary and appropriate to implement, the effective coordination of all programs and activities within the executive branch of the Government relating to the training of individuals for the purpose of improving or restoring employability.

"(d) The Secretary of Labor, pursuant to such agreements as may be necessary or appropriate (which may include arrangements for reimbursement), shall—

"(1) be responsible for assuring that the Federal-State employment service provides and develops its capacity for providing maximum support for the programs described in subsection (c); and

"(2) obtain from the Secretary of Commerce, the Secretary of Health, Education, and Welfare, the Director of the Office of Economic Opportunity, and the head of any other Federal agency administering a training program, such employment information as will facilitate the placement of individuals being trained."

INFORMATION—CATALOG AND DISSEMINATION

SEC. 608. Section 613 of the Act is amended by inserting "(a)" after "SEC. 613." and by adding at the end thereof the following new subsections:

"(b) The Director shall publish and maintain on a current basis, a catalog of Federal programs relating to individual and community improvement. The Director is further authorized to make grants from funds appropriated to carry out title II of this Act, to States and communities to establish information service centers for the collection, correlation, and distribution of information required to further the purposes of this Act.

"(c) In order to insure that all Federal programs related to the purposes of this Act are utilized to the maximum possible extent, and in order to insure that all appropriate officials are kept fully informed of such programs, the Director shall establish procedures to assure prompt distribution to States and local agencies of all current information, including administrative rules, regulations and guidelines, required by such agencies for the effective performance of their responsibilities."

TITLE VI PROGRAMS—DURATION

SEC. 609. Section 615 of the Act is amended to read as follows:

"DURATION OF PROGRAM

"SEC. 615. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three

succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law."

COORDINATION—TRANSFERS OF FUNDS

SEC. 610. Section 616 of the Act is amended by inserting after "this Act," the following: "or any Act authorizing appropriations for any such title (other than part C of title I),".

ADDITIONAL SUPER GRADES

SEC. 611. Title VI of the Act is amended by inserting after section 617 the following new section:

"LIMITATION ON ADDITIONAL SUPER GRADES

"SEC. 618. No additional positions above those authorized on the date of enactment of this section shall be created or filled in fiscal year ending June 30, 1967 in the classification categories of GS 16, 17, and 18 of the General Schedule of section 5332, title 5, United States Code in the Office of Economic Opportunity and its field offices."

ADMINISTRATIVE EXPENSES

SEC. 612. Title VI of the Act is amended by inserting after section 618 the following new section:

"LIMITATION ON FEDERAL ADMINISTRATIVE EXPENSES

"SEC. 619. The total administrative expenses, including the compensation of Federal employees, incurred by Federal agencies under the authority of this Act for any fiscal year shall not exceed ten percent of the amount authorized to be appropriated by this Act for that year: Provided, however, That grants, subsidies, and contributions, and payments to individuals, other than Federal employees shall not be counted as an administrative expense."

PRIVATE ENTERPRISE PARTICIPATION

SEC. 614. (a) Title VI of the act is amended by inserting after section 619 (added by section 612) the following new section:

"PRIVATE ENTERPRISE PARTICIPATION

"SEC. 620. The Director and the heads of any other Federal departments or agencies to which the conduct of programs described in this Act have been delegated shall take such steps as may be desirable and appropriate to insure that the resources of private enterprise are employed to the maximum feasible extent in the programs described in this Act. The Director and such other agency heads shall submit at least annually to the Congress a joint or combined report describing the actions taken and the progress made under this section."

(b) Section 2 of the Act is amended by adding at the end thereof the following new paragraph: "It is the sense of the Congress that it is highly desirable to employ the resources of the private sector of the economy of the United States in all such efforts to further the policy of this Act."

TITLE VII—TECHNICAL AMENDMENT TO TITLE VII OF THE ACT

SEC. 701. (a) Section 701(a) of the Act is amended by striking out "and XVI" and inserting in lieu thereof "XVI, and XIX".

(b) No funds to which a State is otherwise entitled under title XIX of the Social Security Act for any period before October 1, 1967, shall be withheld by reason of any action taken pursuant to a State statute which prevents such State from complying with the requirements resulting from the amendment made by subsection (a).

TITLE VIII—REVISION OF PROVISIONS RELATING TO VISTA

SEC. 801. The Act is amended by adding at the end thereof the following new title:

"TITLE VIII—VOLUNTEERS IN SERVICE TO AMERICA

"STATEMENT OF PURPOSE

"SEC. 801. It is the purpose of this title to enable and encourage volunteers to participate in a personal way in the war on poverty, by living and working among deprived people of all ages in urban areas, rural communities, on Indian reservations, in migrant worker camps, and Job Corps camps and centers; to stimulate, develop and coordinate programs of volunteer training and service; and, through such programs, to encourage individuals from all walks of life to make a commitment to combating poverty in their home communities, both as volunteers and as members of the helping professions.

"AUTHORITY TO ESTABLISH VISTA PROGRAM

"SEC. 802. (a) The Director is authorized to recruit, select, train, and—

"(1) upon request of State or local agencies or private nonprofit organizations, refer volunteers to perform duties in furtherance of programs combating poverty at a State or local level; and

"(2) in cooperation with other Federal, State, or local agencies involved, assign volunteers to work (A) in meeting the health, education, welfare, or related needs of Indians living on reservations, of migratory workers and their families, or of residents of the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, or the Trust Territory of the Pacific Islands; (B) in the care and rehabilitation of the mentally ill or mentally retarded under treatment at nonprofit mental health or mental retardation facilities assisted in their construction or operation by Federal funds; and (C) in connection with programs or activities authorized, supported, or of a character eligible for assistance under this Act.

"(b) The referral or assignment of volunteers under this section shall be on such terms and conditions (including restrictions on political activities that appropriately recognize the special status of volunteers living among the persons or groups served by programs to which they have been assigned) as the Director may determine; but volunteers shall not be

so referred or assigned to duties or work in any State, nor shall programs under section 805 be conducted in any State without the consent of the Governor.

"VOLUNTEER SUPPORT

"SEC. 803. The Director is authorized to provide to all volunteers during training pursuant to section 802(a) and to volunteers assigned pursuant to section 802(a)(2) such stipend, not to exceed \$50 per month (or, in the case of volunteer leaders designated in accordance with standards prescribed by the Director, not to exceed \$75 per month), such living, travel, and leave allowances, and such housing, transportation (including travel to and from the place of training), supplies, equipment, subsistence, clothing, and health and dental care as the Director may deem necessary or appropriate for their needs.

"APPLICATION OF PROVISIONS OF FEDERAL LAW

"SEC. 804. (a) Each volunteer under section 802 shall take and subscribe to an oath or affirmation in the form prescribed by section 104(d) of this Act, and the provisions of section 1001 of title 18, United States Code, shall be applicable with respect to such oath or affirmation; but except as provided in subsection (b) of this section, such volunteers shall not be deemed to be Federal employees and shall not be subject to the provisions of laws relating to Federal employment, including those relating to hours of work, rates of compensation, and Federal employee benefits.

"(b) All volunteers during training pursuant to section 802(a) and such volunteers as are assigned pursuant to section 802(a)(2) shall be deemed Federal employees to the same extent as enrollees of the Job Corps under section 106 (b), (c), and (d) of this Act except that for purposes of the computation described in paragraph (2)(B) of section 106(c) the monthly pay of a volunteer shall be deemed to be that received under the entrance salary for GS-7 of the General Schedule of section 5332, title 5, United States Code.

"(c) For the purposes of subchapter III, chapter 73 of title V of the United States Code, a volunteer under this title shall be deemed to be a person employed in the executive branch of the Federal Government.

"SPECIAL PROGRAMS AND PROJECTS

"SEC. 805. The Director is authorized to conduct, or to make grants, contracts, or other arrangements with appropriate public or private non-profit organizations for the conduct of, special programs in furtherance of the purposes of this title. Such programs shall be designed to encourage more effective or better coordinated use of volunteer services, including services of low-income persons, or to make opportunities for volunteer experience available, under proper supervision and for appropriate periods, to qualified persons who are unable to make long-term commitments or who are engaged in or preparing to enter work where such experience may be of special value and in the public interest. Individuals who serve or receive training in such programs shall not, by virtue of such service or training, be deemed to be Federal employees and shall not be subject to the provisions of laws relating to Federal employment, including those related to hours of work, rates of compensation, and Federal employee benefits; except that such individuals who receive their principal

support or compensation with respect to such service or training directly from the Director or his agent for payment shall be deemed Federal employees to the same extent as volunteers assigned pursuant to section 802(a)(2) of this Act. Not to exceed 15 per centum of the sums appropriated or allocated from any appropriation to carry out this title for any fiscal year may be used for programs under this section.

“DURATION OF PROGRAM

“SEC. 806. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law.”

TITLE IX—TECHNICAL AMENDMENTS

SEC. 901. (a) Title I of the Act is amended by inserting immediately before section 110 a heading for such section to read as follows:

“YOUTH CONSERVATION CORPS”

(b) Title II of the Act is amended by redesignating section 219 of part C as section 219-1.

(c) Section 213 of the Act is amended by striking out “this section” and inserting in lieu thereof “section 214”.

(d) Section 604(b) of the Act is amended by striking out “Housing and Home Finance Administrator” and inserting in lieu thereof “Secretary of Housing and Urban Development”.

TITLE X—AMENDMENTS TO MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

SEC. 1001. (a) The Manpower Development and Training Act of 1962 is amended by inserting the following after the period at the end of section 201: “Whenever appropriate, the Secretary of Labor shall coordinate and provide for combinations of programs, to be pursued concurrently or sequentially, under this Act with programs under other Federal Acts, where the purposes of this Act would be accomplished thereby.”

(b) The Manpower Development and Training Act of 1962 is amended by adding at the end of section 203(c) the following: “Notwithstanding any provision to the contrary in this subsection or in subsection (h), the Secretary may refer any individual who has completed a program under part B of title I of the Economic Opportunity Act of 1964 to training under this Act, and such individual may be paid a training allowance as provided in section 203(a) of this Act without regard to the requirements imposed on such payments by the preceding sentences of subsection (c) or by subsection (h) of this section. Such payments shall not exceed the average weekly gross unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payments during the most recent four-calendar-quarter period for which such data are available. Such persons shall not be deemed youths for the purpose of applying the provision under this subsection limiting the number of youths who may receive training allowances.”

(c) The Manpower Development and Training Act of 1962 is amended by inserting the following after part D of title II:

"PART E—WORK EXPERIENCE AND TRAINING PROGRAMS

"SEC. 261. (a) The Secretary of Labor in cooperation with the Secretary of Health, Education, and Welfare shall provide, under this part, programs for needy persons who require work experience or special family and supportive services, as well as training, in order that they may be assisted to secure and hold regular employment in a competitive labor market. Such programs shall—

"(1) provide for the selection of participants pursuant to procedures and criteria jointly prescribed by the Secretary of Labor and the Secretary of Health, Education, and Welfare;

"(2) include pretraining services and basic maintenance, health, family and day care, counseling, and similar social services, and basic education, as provided by the Secretary of Health, Education, and Welfare pursuant to section 502 of the Economic Opportunity Act of 1964, as amended;

"(3) provide through agreements with appropriate public or private nonprofit agencies, work experience to the extent required to assist participants in developing necessary work attitudes or to prepare them for work or training involving the acquisition of needed skills;

"(4) provide testing, counseling, training either on or off the job (including classroom instruction where needed through appropriate arrangements agreed to by the Secretary of Labor and the Secretary of Health, Education, and Welfare), to assist participants to develop their occupational potential, improve their occupational level and secure promotion or advancement;

"(5) provide, through appropriate arrangements with employers, labor organizations, and other public and private agencies, for development where needed of additional employment opportunities for participants, for job referral and follow-up services required to assist participants in securing and retaining employment and securing possibilities for advancement; and

"(6) provide, in accordance with the criteria prescribed in section 104 of this Act, relocation assistance to involuntarily unemployed individuals where the Secretary of Labor determines they cannot reasonably be expected to secure full-time employment in the community in which they reside.

"(b) In developing and approving programs under this part, the Secretary of Labor shall give priority to programs with a high-training potential and which afford the best prospects for contributing to the upward mobility of participants.

"(c) Notwithstanding any other provision of this Act, the provisions of section 503 of the Economic Opportunity Act of 1964, as amended, shall govern the use and apportionment among the several States of funds provided pursuant to such Act for the purpose of carrying out this part."

TITLE XI—AMENDMENTS TO CERTAIN OTHER ACTS

SEC. 1101. (a) Section 205(b)(2)(A)(iv) of the National Defense Education Act of 1958 is amended by striking out "section 603" and inserting in lieu thereof "title VIII".

(b)(1) Section 427(a)(2)(C) of the Higher Education Act of 1965 is amended (1) by striking out "or" before "(iii)", and (2) by inserting

immediately after "Peace Corps Act," the following: "or (iv) not in excess of three years during which the borrower is in service as a volunteer under title VIII of the Economic Opportunity Act of 1964,".

(2) The amendments made by this section shall not apply to any loan outstanding on the effective date of this Act without the consent of the borrowers.

SEC. 1102. Clause (3) of section 401(b) of the Public Works and Economic Development Act of 1965 is amended to read as follows:

"(3) no area shall be designated which does not have a population of at least one thousand five hundred persons, except that this limitation shall not apply to any area designated under section 401(a)(3); and".

TITLE XII—GENERAL PROVISIONS

SEC. 1201. No part of the funds appropriated under this Act to carry out the provisions of the Economic Opportunity Act of 1964 shall be used to provide payments, assistance, or services, in any form, with respect to any individual who is convicted, in any Federal, State, or local court of competent jurisdiction, of inciting, promoting, or carrying on a riot, or any group activity resulting in material damage to property or injury to persons, found to be in violation of Federal, State, or local laws designed to protect persons or property in the community concerned.

And the Senate agree to the same.

ADAM C. POWELL,
CARL D. PERKINS,
EDITH GREEN,
FRANK THOMPSON,
JOHN H. DENT,
SAM M. GIBBONS,

Managers on the Part of the House.

JOSEPH S. CLARK,
JENNINGS RANDOLPH,
CLAIBORNE PELL,
EDWARD KENNEDY,
ROBERT F. KENNEDY,
GAYLORD NELSON,
J. K. JAVITS,
WINSTON PROUTY,

Managers on the Part of the Senate.

STATEMENT OF THE MANAGERS ON THE PART OF THE HOUSE

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendment to the House bill (H.R. 15111) to provide for continued progress in the Nation's war on poverty, submit the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

The Senate excised all of the House bill after the enacting clause and inserted a substitute amendment. The committee of conference agreed to a substitute for both the House bill and the Senate amendment. Except for technical, clarifying, and conforming changes the following statement explains the differences between the House bill and the substitute agreed to in conference.

AUTHORIZATION OF APPROPRIATIONS

There were differences between the House bill and the Senate amendment for the authorization of appropriations, as follows:

Title	House bill	Senate amendment	Conference substitute
I.....	\$696,000,000	\$588,000,000	\$696,000,000
II.....	832,000,000	944,000,000	846,000,000
III.....	57,000,000	65,000,000	57,000,000
IV.....	(¹)	5,000,000	5,000,000
V.....	119,000,000	100,000,000	100,000,000
VI.....	15,000,000	17,000,000	15,000,000
VIII.....	31,000,000	31,000,000	31,000,000

¹ No authorization.

Earmarking

The House bill initially earmarked authorizations within titles for specific programs including Job Corps, Neighborhood Youth Corps, Operation Headstart, legal services, the Nelson-Scheuer employment programs, narcotics rehabilitation, emergency family loans, and adult basic education.

The conference modified these provisions to earmark all program categories within titles I and II. The earmarking provisions appear in the bill along with the authorizations for appropriations by title.

It is the express wish of the conferees that under no circumstances should the possible transfer of funds from title to title increase the Job Corps authorization above \$211 million. The House bill as passed contained an authorization of \$496 million for the Neighborhood Youth Corps. The original Senate bill when reported from the Senate committee contained the same figure. The conferees agreed to reduce this authorization for the NYC to \$410 million but it is their intention that this be the *minimum* amount to spend on

the NYC. The conferees believe that this has been a highly successful program and feel that it would be ill-advised to transfer under administrative procedures any funds away from this program.

In title II the conferees did not intend to put ceilings on all of the money within the title, this was done so that the Director could within the limitations of the Act transfer funds to those programs carried on within the framework of title II. The purpose of earmarking within title II was to express the intention that not less than the allocated sum would be spent on those specified programs.

In title III the conferees left to the discretion of the Director as to how the funds should be divided between the rural loans and the migrants programs. It is the desire of the conferees that not less than \$32,000,000 be spent on the migrant program.

Job Corps—Number of women enrollees

The House bill provided that by July 1, 1967, the number of women in residence and receiving training in Job Corps camps and centers must be at least 10,000. The Senate amendment had no comparable provision. The conference substitute modifies this provision to require that by July 1, 1967, 23 percent of the enrollees in camps and centers must be women.

Job Corps—Maximum capacity of Job Corps camps and centers

The House bill provided that for any fiscal year the total enrollment of the Job Corps conservation camps and training centers shall not exceed 45,000 enrollees, and that the cost, excluding capital costs of operating Job Corps centers shall not exceed \$7,500 per enrollee.

The conference substitute adopted the House provision with the stipulation that the \$7,500 cost per enrollee which is a nationwide average shall only apply to those camps and centers that have been in operation for more than 9 months, and that the cost of operating Job Corps centers be the direct operating costs.

Job Corps enrollees—Assignment near homes

The House bill provided that to the maximum extent feasible Job Corps enrollees should be assigned to camps and centers near their homes. The Senate amendment provided that whenever a vacancy exists in a Job Corps center in the region in which the enrollee resides and it appropriately meets his needs, he shall be assigned there. If there is no such vacancy in the region the enrollee must be assigned to the center nearest his residence which meets his needs.

The substitute agreed upon in conference adopts the Senate provision with the understanding that the word "region," as used therein refers to one of the seven regions established by the Office of Economic Opportunity for administrative purposes.

Job Corps—Followup information

The Senate amendment contained a provision requiring to the maximum extent feasible the Director to obtain certain information from each enrollee who successfully completes enrollment in the Job Corps. Such information to be provided 6 months and 18 months after the completion of enrollment.

The conference substitute adopted the provision in the Senate amendment.

Job Corps—Standards of conduct

The House bill provided individual camp and center directors with authority to take appropriate disciplinary measures against enrollees including but not limited to, dismissal from the camps or centers subject to expeditious appeal procedures to higher authority, as provided under regulations set by the Director of the Office of Economic Opportunity.

The conference substituted a technical change to emphasize the Director's additional authority to issue regulations for the entire subsection. The Director is expected to establish appropriate administrative procedures for the protection of the enrollees at each of the camps and centers in connection with these disciplinary measures.

Job Corps—Combined residential and nonresidential demonstration projects

The House bill set a maximum of four experimental and demonstration projects providing vocational education and training and youth employment on a combined residential and nonresidential basis. These projects could involve the use of resources and authority under both the Job Corps provisions of the act and the Neighborhood Youth Corps provisions. The Director was specifically required to report to Congress by March 1, 1969, on action taken and progress made under the section.

The Senate amendment was, in substance, the same as the House bill except that (1) projects were not limited to four, (2) funds under part B, the N.Y.C. provision, could be used only pursuant to agreements with the Secretary of Labor, and (3) the report to Congress was required by March 1, 1968.

The House receded on the date of the report, but the conference substitute provided that there shall be no more than four new such camps or centers which may be constructed. Existing camps or centers may also be adapted or converted for this purpose. The Director is authorized to conduct such projects through grants or contracts.

Job Corps—Qualifications of contractors

The House bill required the Director to establish qualifications for contracting organizations to assure they possess the capacity and educational resources to carry out Job Corps programs. The Senate amendment contained no similar provision. The House receded.

Neighborhood Youth Corps

Sections 112 and 113 of the House bill were agreed to by the conferees with minor changes that serve to carry out the intention of the House provisions. These sections clarify the purpose and scope of the Neighborhood Youth Corps, and authorize improvement of the program provide the combination of work experience and supportive services best suited to achieve the program objectives for disadvantaged youth.

In section 112(a)(2), the word "enrollment" was substituted for the word "participation" in the last sentence of the paragraph as a clarification of intent.

In section 113(a)(1), the conferees agreed to the deletion of the parenthetical phrase "except those in on-the-job training" as not necessary to the sense of the amendment. They also agreed to delete the word "nonprofit" in order to permit the placement of enrollees in

training programs conducted by private enterprise in accordance with the intent of both Houses.

The wording of the Senate bill, in the paragraph on enrollees in the program, was accepted substituting the word "enrollment" for the word "participation" as a clarification of intent, and the House accepted.

One other Senate amendment makes it possible to utilize the services of private organizations in pursuit of the purposes of this part.

The conferees accepted the House amendment of the paragraph on limitation on Federal assistance that extends 90 percent Federal financing of projects for an indefinite period.

Special impact programs

The Senate amendment established a new program providing employment for youths and adults. The program is similar to the work-training programs of the Neighborhood Youth Corps (except for N.Y.C. age requirement), and other work-training programs of the bill. The Senate bill specified that this program shall be directed to those urban areas having especially large concentrations of low-income persons; it has also provided great flexibility in program content and financing.

After years of experience with developing and operating work and training programs, the Department of Labor, which has been delegated administrative responsibility for the Neighborhood Youth Corps, has the staff, resources and capacity for the administration of the program. This program shall be implemented in a manner which assures maximum coordination between the Department of Labor and community action programs approved pursuant to part A of title II of this act.

The conferees included in section 132 a limitation of the Federal share of the impact program cost. The limitation provides for a 10-percent matching for public and private nonprofit corporations. Section 132 further provides that where private profitmaking organizations are involved in contracts under this impact program that such organizations must be able to contribute at least 10 percent of the capital investment required to carry out the program. The reason for including this limitation on a contract with a private organization is to insure that such organization has the necessary skills and capital to successfully carry out such a program and that such organization not be one that is sometimes known as a "fly-by-night" organization. The conferees further feel that this program is designed to insure that sound business practices are followed when dealing with private organizations.

Community action—Residence of area representatives

Section 202(c) (1) and (2) of the House bill provided that the director shall not approve a community action program unless the board conducting, administering, or coordinating the program contains representatives of various geographical areas in the community who are required to live in the area they represent, or by a board on which representatives of the poor comprise at least one-third of the membership. Sections (3) and (4) provided that representatives of the poor must be selected by residents of poverty areas, and that where substantial numbers of poor reside outside of poverty areas, provision, such as neighborhood meetings, shall be made for the selection of representatives of such poor. The conferees adopted the House language with the exception that in section 202(c) (1) and (2) of the act, a cutoff date of March 1, 1967, was inserted instead of the in-

stantaneous date in the House bill. In addition to the foregoing, the conferees adopted as section 202 of the act a new subsection (d) which requires the director to establish procedures by which other groups may be represented on community action policy boards. No change was made in the language adopted in the House in section 202(c) (3) and (4) of the act, it having been established that the requirement of at least one-third representation of the poor on the community action board was not intended to apply to any agencies except the so-called umbrella agencies and did not require the restructuring of the city councils where those city councils were not acting as "umbrella" agencies, and further did not require the restructuring of any other governmental agency such as school boards, hospital and welfare boards, unless such agencies were attempting to function as "umbrella" agencies. However, in cases such as New York City where there exist broadly representative boards administering multipurpose community action programs at the community level, such boards shall be subject to such requirements.

Community action—Use of latest data in making allotments

The House bill provided that for the determination of State allotments the director shall use the "latest calendar or fiscal year data".

The conference substitute amended this provision to read latest "appropriate date".

Community action—Salary limits

The House bill provided that the director shall require that where an agency pays an employee engaged in carrying out a community action program at a rate in excess of \$12,500 per annum, payment of such excess shall not be made from Federal funds; any amount paid such employee in excess of \$12,500 per annum shall not be considered as counting toward the local share of matching funds.

The conference substitute changed the Federal share with regard to salary from "in excess of \$12,500 per annum" to "in excess of \$15,000 per annum".

Useful work training for unemployed adults

Section 211(1) of the House bill combined in one section (1) useful work training programs for chronically unemployed adults in, but not limited to, areas of conservation, development, or management of natural resources and recreational areas, combined where needed, with educational and training assistance including basic literacy and occupational training, and (2) work training and employment programs for unemployed adults and low income persons in public service and subprofessional occupations involving activities designed to improve the physical, social, economic, or cultural condition of the area of community served.

The House managers feel that the employment training opportunities afforded by this section will be of critical importance in areas where there are extreme shortages of public health supporting personnel and substantial numbers of unemployed persons such as in the Appalachian area where local community efforts to sustain the Appalachian regional hospitals have encountered extreme difficulties.

The conference substitute provided for these programs in slightly modified form in two distinct sections.

Independently funded community action programs

The House bill provided that of the sums available to carry out sections 204 and 205 of the act, at least 20 percent would be used for

carrying out independently funded community action programs in communities where an overall community action program is concurrently being carried on.

The conference agreed that this House provision would be modified so that: (1) The Director is required to allocate at least 5 percent of the funds available for programs other than Headstart, legal services, the Nelson-Scheuer employment programs, health services, narcotics rehabilitation, and emergency family loans, for implementing such independently funded community action programs. (2) The Director is also specifically authorized to allocate at least an additional 5 percent of such funds for implementing such independently funded community action programs. (3) In the expenditure of funds available under this amendment the Director may fund only community action programs other than those enumerated above.

Without regard to the preceding provision, the Senate bill contained a provision requiring the Director to fund independent agencies in predominantly rural areas where he determines that the establishment of a community action agency within a reasonable period of time is not feasible. The Senate bill also contained a provision for the funding of projects of a regional nature. The Senate bill also retained the preference clause set forth in section 211 of the act.

The House accepted these features of the Senate bill.

Administrative, accounting, and auditing procedures

The House bill contained several provisions regarding administrative, accounting and auditing procedures, as follows:

(1) Public grantee agencies must submit a statement from an appropriate public financial officer as to the adequacy of the agencies accounting system.

(2) The Director may issue or cause to be issued a preliminary audit survey within 3 months of a grant or contract.

(3) Agencies whose funds have been suspended because of accounting inadequacies must make changes and corrections in their systems.

The Senate amendment provided for similar requirements and requirements regarding personnel, policies, and standards.

The conference substitute modified the provisions in both bills, as follows:

(1) Public grantee agencies may also secure the opinion of a CPA or licensed public accountant regarding the adequacy of their accounting system;

(2) The required preliminary audit is to be made within 3 months of the effective date of the grant or contract.

(3) Personnel other than auditors may furnish advice needed to improve accounting procedures.

Allowances for meeting attendance and reimbursement for other expenses

The Senate amendment provided for payment of allowances to persons, other than Federal or community action agency employees, for attendance at neighborhood community action program council or committee meetings, and for payment of other expenses necessary for participation in the development, conduct, and administration of community action programs.

The conference substitute amended this provision as follows:

(1) Payments and reimbursements shall be payable for attendance at citywide community action board meetings;

(2) Payments or reimbursement shall be only to such persons who meet the criteria of being poor;

(3) Payments shall not be made for more than two meetings per month; and

(4) Prohibition against receipt of such payments is extended to State and local governmental employees.

Family planning services

The Senate amendment contained a provision not in the House bill with respect to the carrying out of family planning services as a part of community action programs.

The Senate amendment which was agreed to guaranteed that eligibility for family planning services for the poor will be left entirely to the determination of the local community. Such services must be requested by a local community action agency. No individual will be provided with information, medical services, or supplies unless they are specifically and voluntarily requested. In no event shall such information, assistance, or supplies be provided if it is inconsistent with an individual's philosophical, moral, or religious beliefs. The use of family planning services cannot be a prerequisite to the receipt of services from or participation in any other programs under the act.

Community action—Research and demonstration

Section 208 of the House bill reduced the allowable percentage of section 207 funds which can be used for research, demonstration, and training projects from 15 percent to 5 percent of the total funds available for title II.

The conference substitute removed the word "training" from section 207 of the act and accepted the Senate version of section 206 so that the reduced funding percentage would apply only to research and demonstration.

Small emergency family loans

The House bill provided an allocation of \$8 million for family emergency loans. The Senate amendment contained no such provision or earmarking of funds.

The conference substitute provided that emergency family loans should be funded under section 206 rather than section 208, thus consolidating with technical assistance and training. Eight million dollars is allocated for this purpose.

Health services

The conference substitute authorized grants or contracts for the development and implementation of comprehensive health services programs.

Narcotics rehabilitation

The House bill provided for the formulation and conduct of programs for the prevention of narcotic addiction and the rehabilitation of narcotic addicts, earmarking \$12,500,000 for this purpose.

The conference substitute incorporated this provision into the comprehensive health services programs.

Although narcotics rehabilitation was not specifically earmarked by legislation, the committee explicitly agreed that no less than \$12 million of the earmarked funds for health services programs, or an equivalent proportion of such funds as may be appropriated, be used only for narcotics rehabilitation.

Adult basic education

The present act contains a comprehensive program for Federal assistance to provide basic education to adults. The House bill severally amended these provisions. The Senate bill contained no such amendments because the Senate was cognizant of proposed Senate legislation to transfer this entire program to the Office of Education. As a result, the conference substitute combined the essential features of the adult literacy program in section 603 and the provision for special projects in section 218(a) of the House bill into a new section under title IIA. The function of implementing these specialized adult basic education programs is vested in the OEO Director.

Indian tribes

The House accepted the Senate amendment providing that cooperatives organized and operated by Indian tribes on Indian reservations may receive rural loans.

Title IV.—Small business loan program

The bill as passed by the House amended this title to transfer the small business loan program from the Director of OEO to the Administrator of the Small Business Administration. The Senate bill contained no similar transfer provision but amended existing law by specifically authorizing the Director of OEO to make grants to, or contracts with, public or private nonprofit agencies to enable them to provide counseling and management guidance to persons and small business concerns eligible for loan assistance. The Senate bill also contained a specific authorization for funding this grant program. The committee of conference recommended that both the House and Senate amendments be agreed to.

The committee of conference intended that SBA shall fund, administer, and be responsible for the loan program; but that OEO shall fund, administer, and be responsible for the counseling and guidance program.

Work experience

The House bill amended the work experience provisions of title V to establish closer coordination between the Department of Health, Education, and Welfare and the Department of Labor to effect more meaningful work training programs which would be complemented with supportive social services and vocational education.

The conference substitute differed from the House provision by extending the limit on the duration of work experience and training programs from 24 to 36 months. It also included a new section that provides for the orderly transfer of responsibility for the work training and work experience aspects of these programs to the Secretary of Labor to improve the administration and coordination of manpower programs. Through June 30, 1967, the Secretary of Health, Education, and Welfare is authorized to carry out such programs, and may carry to completion programs begun prior to that date, though in no case may he continue a program beyond June 30, 1968.

Beginning July 1, 1967, the training components of these programs are to be provided by the Secretary of Labor, under part E, of title II (X of this bill). Subject in each case to the concurrence of the Secretary of Labor, the Secretary of Health, Education, and Welfare may, after

June 30, 1967, renew existing programs or provide new programs or parts thereof that the Secretary of Labor is unable to provide after having been given notice and a reasonable opportunity to do so.

Prior to July 1, 1967, the Secretary of Health, Education, and Welfare may utilize the services and facilities available under the manpower development and utilization programs of the Department of Labor for the purpose of carrying out this title and title X (part E) of the Manpower Development and Training Act.

The 80-20 matching requirements shall not become effective until July 31, 1968, because many State legislatures meet only once every 2 years.

Assistant Director for the elderly poor

The Senate bill contained a provision which required the appointment of a new Assistant Director, with the responsibility for conducting investigations and studies to develop programs with respect for the elderly poor, and to make appropriate recommendations regarding the establishment of such programs. The House bill contained no comparable provision.

The conference adopted the Senate amendment.

Liaison and exchange of information

The Senate bill provided for the maximum possible liaison between the Office of Economic Opportunity and other Federal agencies, including the furnishing of information.

The conference amended this provision to insure that with regard to furnishing information, there shall be a complete and two-way exchange of information between OEO and the other agencies.

Political activities

The House and Senate bills both contained provisions restricting the political activities of OEO employees.

The conference accepted the provision of the Senate bill which provides that employees of community action agencies would be fully subject to the provisions of section 12 of the Hatch Act prohibiting partisan political activity on the part of employees of State or local agencies whose principal employment is in connection with an activity financed in whole or part by Federal loans or grants.

It also requires that officers and employees of any agency receiving assistance under the act (other than part C of title I) be treated as employees of State or local agencies for purposes of the prohibitions in the Hatch Act on soliciting funds from other employees for political purposes and using official position to interfere with or affect the result of any election or nomination.

In addition, the Director, after consultation with the Civil Service Commission, is authorized to issue such regulations or impose such requirements as may be necessary or appropriate to supplement the above provisions.

National Advisory Council on Economic Opportunity

The Senate bill contained a provision that revised the section respecting the Advisory Council, as follows:

- (1) It shall be composed of 21 members appointed by the President with staggered terms and without regard to civil service laws;
- (2) The Director will be an ex officio member;
- (3) Members are to be representative of the public and of appropriate fields of endeavor related to the purposes of the act;

(4) One member of the Advisory Council will be designated Chairman by the President;

(5) The Advisory Council will meet at the call of the Chairman but not less than four times a year.

The duties of the Advisory Council are to advise the Director with respect to policy matters arising in the administration of the act, review the effectiveness and operation of programs under the act, and make recommendations concerning those programs, the elimination of duplication of effort, and the coordination of these programs with other Federal programs. Recommendations by the Advisory Council will include such proposals for change in the Economic Opportunity Act as its members deem appropriate.

Not later than March 31 of each calendar year, the Advisory Council will make a report of its findings and recommendations to the President, who will transmit the report, together with his comments and recommendations to the Congress.

COMPARABILITY OF WAGES

The House bill's wage comparability provision was modified to assure that the rate of compensation of persons employed in carrying out programs under the act be comparable to that either in the area where the program is carried out or in the area of the person's immediately preceding employment. In addition, the Director would be required to assure that compensation be at a rate which is not less than the Federal minimum wage.

The House also accepted a Senate amendment requiring that the Director report to the President for submission to Congress information on persons receiving a salary of \$10,000 or more per year.

COORDINATION OF TRAINING PROGRAMS

Both the House and Senate bills contained provisions requiring greater coordination of Government training programs.

The conference committee accepted the Senate version which requires the Director, the Secretary of Labor, the Secretary of Health, Education, and Welfare, and the heads of other agencies concerned, acting through the President's Committee on Manpower, to provide for and take such steps as may be necessary and appropriate to implement the effective coordination of all programs and activities relating to the training of individuals for the purpose of improving or restoring employability. It further provides that the Secretary of Labor, pursuant to such agreements as may be necessary or appropriate, shall be responsible for assuring that the Federal-State employment service provides, and develops its capacity for providing, maximum support for Federal training programs. The Secretary of Labor is also directed to obtain from the Secretary of Commerce, the Secretary of Health, Education, and Welfare, and the head of any other Federal agency administering a training program information which will facilitate the placement of individuals being trained.

Information—Catalog and dissemination

The House bill required the Director to publish and maintain a current catalog of all Federal programs relating to individual and community improvement, and to make grants to States and communities to establish information centers.

The conference substitute adopted this provision, except that the word "all" before "Federal programs" is stricken to indicate the amendment is intended to assure continued publication of OEO's present catalog and not intended to require with respect to new material duplication of information already published by other Federal agencies.

Limitation on additional supergrades

The House bill contained a provision which limited the number of positions in OEO and its field offices in the classification categories of GS 16, 17, and 18, to not exceed 1 for every 100 employees.

The conference substitute provided that no additional positions in these classification categories above those now authorized shall be created or filled in fiscal year ending June 30, 1967.

The conference committee recommended that a joint committee comprised of Members of the Senate and of the House shall be convened to investigate and study the OEO administrative operation to determine the numbers of supergrades and consultants necessary to successfully achieve the purpose of this act.

Not later than March 15, 1967, such committee should submit to the Congress a report of its findings, along with any recommendations concerning this section.

Private enterprise participation

The Senate bill provided that the Director or any other Federal department or agency head to which conduct of a program has been delegated shall act to insure that the resources of private enterprise are employed to the maximum feasible extent in Economic Opportunity Act programs. An annual report to Congress on the progress made under the section is required.

Prohibition on assistance to individuals inciting riots

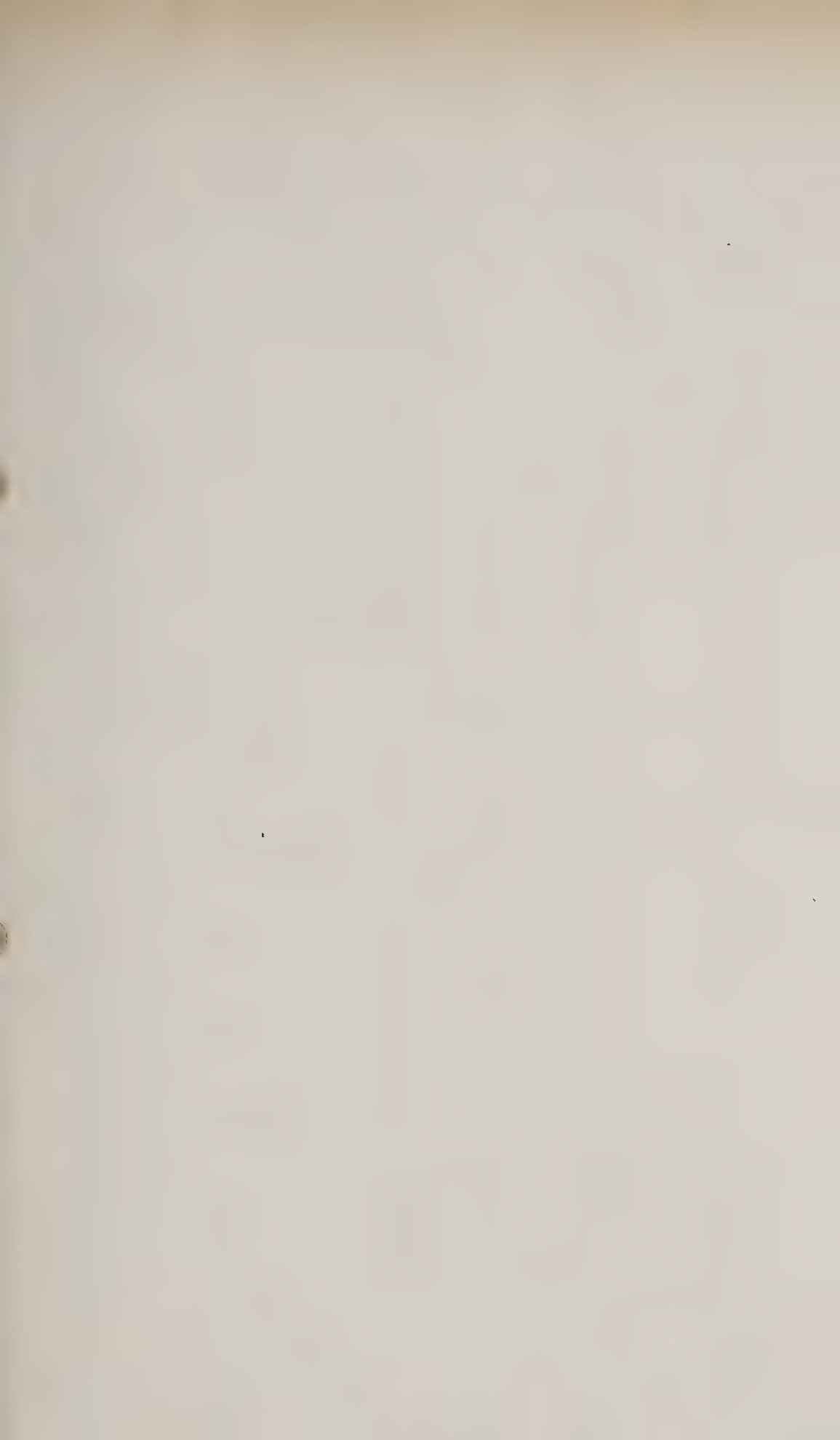
The House bill contained provisions to prohibit assistance under this act to individuals inciting riots and causing civil disturbances. The Senate amendment had a similar provision.

The conference modified and adopted the House amendment to insure that an individual must have been convicted by a Federal, State, or local court of competent jurisdiction, of inciting, promoting, or carrying on a riot, or any group activity resulting in material damage to property or injury to persons.

ADAM C. POWELL,
CARL D. PERKINS,
EDITH GREEN,
FRANK THOMPSON,
JOHN H. DENT,
SAM M. GIBBONS,

Managers on the Part of the House.





siders this a foot-in-the-door technique for someday coming back and asking funds to be appropriated out of the Federal Treasury for the settlement of these claims especially in view of the statement in the report on page 2 under the title "Appropriations" where it says:

Additional legislation will be required for an authorization to pay such adjudicated claims and to deduct a percentage from the amount collected sufficient to fully reimburse the United States for administrative expenses incurred in the adjudication of these claims.

Mr. ZABLOCKI. That refers to money collected from the future Chinese government with whom the settlement is made.

Let me assure the gentleman that if there was any possibility that this was a foot-in-the-door approach, as the gentleman has stated, I would not support the legislation.

Mr. HALL. I appreciate the gentleman citing the hearings and I appreciate this legislative record that has been made. I am not sure that I am in support of this bill, but certainly the gentleman has made it much clearer to me, and I thank him.

Mr. MAILLIARD. Mr. Speaker, I think it is a very useful thing that the gentleman from Missouri has raised the questions that he has raised. In view of the responses of the chairman of the subcommittee, I think we can approve this bill.

I think it is a very important legislative record that is being made, that this bill is not construed by those of us who are members of the subcommittee and of the full committee as any open door to the Treasury.

The SPEAKER. The question is, Shall the House suspend the rules and pass the bill (S. 3675) to amend title V of the International Claims Settlement Act of 1949 to provide for the determination of the amounts of claims of nationals of the United States against the Chinese Communist regime.

The question was taken.

Mr. HALL. Mr. Speaker, I object to the vote on the ground that a quorum is not present and make the point of order that a quorum is not present.

The SPEAKER. Evidently, a quorum is not present.

The doorkeeper will close the doors, the Sergeant at Arms will notify absent Members, and the Clerk will call the roll.

The question was taken; and there were—yeas 249, nays 3, not voting 180, as follows:

[Roll No. 368]

YEAS—249

Adams	Brademas	Clancy
Addabbo	Bray	Clark
Andrews,	Broyhill, N.C.	Clausen,
George W.	Broyhill, Va.	Don H.
Andrews,	Buchanan	Cleveland
N. Dak.	Burke	Cohelan
Ashley	Burleson	Collier
Ashmore	Burton, Utah	Colmer
Ayres	Byrne, Pa.	Conte
Barrett	Byrnes, Wis.	Conyers
Bates	Cabell	Corbett
Battin	Cahill	Cramer
Beckworth	Callan	Culver
Bell	Cameron	Cunningham
Bennett	Carey	Curtin
Blatnik	Casey	Dague
Boggs	Cederberg	Daniels
Boland	Celler	Davis, Wis.
Bolton	Chamberlain	Dawson
Bow	Chelf	de la Garza

Derwinski	Jones, Mo.	Redlin
Dole	Karsten	Rees
Donohue	Kee	Reid, Ill.
Dowdy	Keith	Reid, N.Y.
Downing	Keogh	Reuss
Dulski	King, Calif.	Rhodes, Pa.
Duncan, Tenn.	Kornegay	Rivers, S.C.
Dwyer	Krebs	Robison
Edmondson	Kunkel	Rodino
Edwards, Calif.	Landrum	Rogers, Colo.
Edwards, La.	Langen	Rogers, Fla.
Everett	Latta	Rooney, N.Y.
Fallon	Leggett	Rosenthal
Farnsley	Lennon	Rostenkowski
Feighan	Lipscomb	Roush
Findley	Long, La.	Roybal
Flood	Long, Md.	Rumsfeld
Fogarty	McDade	Ryan
Ford, Gerald R.	McEwen	Satterfield
Ford,	McFall	St Germain
William D.	McGrath	Saylor
Fountain	Macdonald	Scheuer
Fraser	Machen	Schneebeli
Frelinghuysen	Mahon	Schweiker
Friedel	Mailliard	Scott
Fulton, Pa.	Marsh	Secrest
Garmatz	Mathias	Selden
Gathings	Matthews	Shriver
Gettys	May	Sickles
Gibbons	Miller	Sikes
Gilbert	Mills	Slack
Gonzalez	Minish	Smith, Iowa
Goodell	Mink	Smith, Va.
Gray	Minshall	Springer
Green, Oreg.	Monagan	Staggers
Green, Pa.	Moore	Stubblefield
Griffiths	Moorhead	Talcott
Grover	Morgan	Teague, Calif.
Gubser	Morris	Teague, Tex.
Hagen, Calif.	Morrison	Tenzer
Haley	Morton	Tuck
Halleck	Multer	Tupper
Hamilton	Murphy, Ill.	Tuten
Hanley	Natcher	Utt
Hanna	Nedzi	Van Deerlin
Hansen, Wash.	O'Brien	Vanik
Hardy	O'Hara, Ill.	Vivian
Harsha	O'Hara, Mich.	Waggonner
Hathaway	O'Neal, Ga.	Waldie
Hechler	O'Neill, Mass.	Walker, N. Mex.
Henderson	Passman	Watson
Herlong	Patman	Watts
Hollifield	Patten	Weltner
Horton	Pelly	Whalley
Hosmer	Perkins	White, Tex.
Hull	Philbin	Whitten
Hutchinson	Pickle	Williams
Ichord	Pike	Wright
Irwin	Poage	Wyatt
Jarman	Poff	Wylder
Joelson	Powell	Young
Johnson, Calif.	Price	Younger
Johnson, Okla.	Quie	Zablocki
Johnson, Pa.	Quillen	
Jones, Ala.	Randall	

NAYS—3

NOT VOTING—180

Ashbrook	Hall	McClory
Abbt	Daddario	Hagan, Ga.
Abernethy	Davis, Ga.	Halpern
Adair	Delaney	Hansen, Idaho
Albert	Dent	Hansen, Iowa
Anderson, Ill.	Denton	Harvey, Ind.
Anderson,	Devine	Harvey, Mich.
Tenn.	Dickinson	Hawkins
Andrews,	Diggs	Hays
Glenn	Dingell	Hébert
Annunzio	Dorn	Helstoski
Arends	Dow	Hicks
Aspinall	Duncan, Oreg.	Holland
Bandstra	Dyal	Howard
Baring	Edwards, Ala.	Hungate
Belcher	Ellsworth	Huot
Berry	Erlenborn	Jacobs
Betts	Evans, Colo.	Jennings
Bingham	Evins, Tenn.	Jonas
Bolling	Farbstein	Jones, N.C.
Brock	Farnum	Karth
Brooks	Fascell	Kastenmeyer
Broomfield	Fino	Kelly
Brown, Calif.	Fisher	King, N.Y.
Brown, Clar-	Flynt	King, Utah
ence J., Jr.	Foley	Kirwan
Burton, Calif.	Fulton, Tenn.	Kluczynski
Callaway	Fuqua	Kupferman
Carter	Gallagher	Laird
Clawson, Del	Gaimo	Love
Clevenger	Gilligan	McCarthy
Conable	Grabowski	McCulloch
Cooley	Greigg	McDowell
Corman	Grider	McMillan
Craley	Gross	McVicker
Curtis	Gurney	MacGregor

So (two-thirds having voted in favor thereof) the rules were suspended and the bill was passed.

The Clerk announced the following pairs:

Mr. Hébert with Mr. Stanton.	Mr. Kirwan with Mr. Widnall.
Mr. Madden with Mr. Adair.	Mr. Kluczynski with Mr. Anderson of Illinois.
Mr. Albert with Mr. Arends.	Mr. Foley with Mr. Bob Wilson.
Mr. Murphy of New York with Mr. Michel.	Mr. Farbstein with Mr. Martin of Massachusetts.
Mr. Evins of Tennessee with Mr. Morse.	Mr. Daddario with Mr. Del Clawson.
Mr. Gaimo with Mr. Conable.	Mr. Gilligan with Mr. Fino.
Mr. Fascell with Mr. Erlenborn.	Mr. Brown of California with Mr. Pirnie.
Mr. Aspinall with Mr. Nelsen.	Mr. Annunzio with Mr. Mosher.
Mr. Bingham with Mr. Rhodes of Arizona.	Mr. Jennings with Mr. Reinecke.
Mr. Howard with Mr. Reifel.	Mr. Hays with Mr. Smith of California.
Mr. Rooney of Pennsylvania with Mr. Skubitz.	Mr. Schmidhauser with Mr. Smith of New York.
Mr. Schisler with Mr. Watkins.	Mr. Wolf with Mr. Broomfield.
Mr. Charles H. Wilson with Mr. Brock.	Mr. Ottinger with Mr. Clarence J. Brown, Jr.
Mr. Fuqua with Mr. Carter.	Mr. Gallagher with Mr. Belcher.
Mr. Hagan of Georgia with Mr. Betts.	Mr. Dyal with Mr. MacGregor.
Mr. Evans of Colorado with Mr. Berry.	Mr. Cooley with Mr. Martin of Nebraska.
Mrs. Kelly with Mr. Mize.	Mr. King of Utah with Mr. O'Konski.
Mr. Stephens with Mr. Stafford.	Mr. Stratton with Mr. Curtis.
Mr. Fulton of Tennessee with Mr. Devine.	Mr. Mackay with Mr. Dickinson.
Mr. Mackie with Mr. Gurney.	Mr. McCarthy with Mr. Halpern.
Mr. Love with Mr. Hansen of Idaho.	Mr. McDowell with Mr. McCulloch.
Mrs. Thomas with Mr. Daird.	Mr. Todd with Mr. Kupferman.
Mr. Udall with Mr. Jonas.	Mr. Tunney with Mr. King of New York.
Mr. Ullman with Mr. Harvey of Michigan.	Mr. Vigorito with Mr. Edwards of Alabama.
Mr. Purcell with Mr. Callaway.	Mr. Race with Mr. Roudebush.
Mr. Pucinski with Mr. Ellsworth.	Mr. Pool with Mr. Martin of Alabama.
Mr. Hansen of Iowa, with Mr. Thomson of Wisconsin.	Mr. Dorn with Mr. Harvey of Indiana.

Mr. Flynt with Mr. Walker of Mississippi.
Mr. Fisher with Mr. Glenn Andrews.
Mr. Matsunaga with Mr. Nix.
Mr. Thompson of New Jersey with Mr. Trimble.

Mr. Kastenmeier with Mr. Huot.
Mr. Brooks with Mr. Baring.
Mr. Bandstra with Mr. Abernethy.
Mr. Roberts with Mr. Abbutt.
Mr. Rogers of Texas with Mr. Burton of California.

Mr. Anderson of Tennessee with Mr. Roncallo.

Mr. Ronan with Mr. Sisk.
Mr. St. Onge with Mr. Holland.
Mr. Hicks with Mr. Shipley.
Mr. Senner with Mr. Helstoski.
Mr. Corman with Mr. Diggs.
Mr. Davis of Georgia with Mr. Dow.
Mr. Craley with Mr. Duncan of Oregon.
Mr. Delaney with Mr. Farnum.
Mr. Dent with Mr. Willis.
Mr. Denton with Mr. Karth.
Mr. White of Idaho with Mr. Hungate.
Mr. Hawkins with Mr. Grabowski.
Mr. Clevenger with Mr. Grider.
Mr. Pepper with Mr. Gregg.
Mr. Rivers of Alaska with Mr. Resnick.
Mr. Moss with Mr. Olsen of Montana.
Mr. Olson of Minnesota with Mr. McMillan.

Mr. McVicker with Mr. Stalbaum.
Mr. Steed with Mr. Sweeney.
Mr. Thompson of Texas with Mr. Moeller.
Mr. Yates with Mr. Meeds.
Mr. Whitener with Mr. Dingell.
Mr. Johnson of North Carolina with Mr. Toll.

Mr. Taylor with Mr. Murray.
Mr. Jacobs with Mrs. Sullivan.

Mr. BRAY changed his vote from "nay" to "yea."

The result of the vote was announced as above recorded.

The doors were opened.

A motion to reconsider was laid on the table.

FURTHER MESSAGE FROM THE SENATE

A further message from the Senate by Mr. Arrington one of its clerks announced that the Senate had passed a concurrent resolution of the following title, in which the concurrence of the House is requested:

S. CON. RES. 115

Resolved by the Senate (the House of Representatives concurring), That the President of the United States be, and he is hereby, requested to return to the Senate the enrolled bill (S. 3488) entitled "An Act to grant the consent of Congress for the States of Virginia and Maryland and the District of Columbia to amend the Washington Metropolitan Area Transit Regulation Compact to establish an organization empowered to provide transit facilities in the National Capital Region and for other purposes and to enact said amendment for the District of Columbia"; that upon its return, the action of the Speaker of the House of Representatives and the President Pro Tempore of the Senate in signing the said bill be deemed to be rescinded; and that in the reenrollment of said bill, the Secretary of the Senate be, and he is hereby, authorized and directed to make the following change, viz.: In section 3 of the engrossed bill, change subsection (a) to read: "To assure uninterrupted progress in the development of the facilities authorized by the National Capital Transportation Act of 1965, the transfer of the functions and duties of the National Capital Transportation Agency (herein referred to as the Agency) to the Washington Metropolitan Area Transit Authority (herein referred to

as the Authority), as required by Section 301(b) of the National Capital Transportation Act of 1960 shall take place on September 30, 1967."

The message also announced that the Senate agrees to the report of the committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 17637) entitled "An act making appropriations for military construction for the Department of Defense for the fiscal year ending June 30, 1967, and for other purposes."

The message also announced that the Senate disagrees to the amendments of the House to the bill (S. 3708) entitled "An act to assist comprehensive city demonstration programs for rebuilding slum and blighted areas and for providing the public facilities and services necessary to improve the general welfare of the people who live in those areas, to assist and encourage planned metropolitan development, and for other purposes," agrees to the conference asked by the House on the disagreeing votes of the two Houses thereon, and appoints Mr. SPARKMAN, Mr. DOUGLAS, Mr. PROXMIER, Mr. WILLIAMS of New Jersey, Mr. MUSKIE, Mr. LONG of Missouri, Mr. MCINTYRE, Mr. TOWER, Mr. BENNETT, and Mr. HICKENLOOPER to be the conferees on the part of the Senate.

The message also announced that the Senate agrees to the report of the committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 10327) entitled "An act to require operators of ocean cruises by water between the United States, its possessions and territories, and foreign countries to file evidence of financial security and other information."

FILING OF CONFERENCE REPORT ON H.R. 15111—WAR ON POVERTY

Mr. POWELL. Mr. Speaker, I ask unanimous consent that the conferees may have until midnight tonight to file a conference report on the bill, H.R. 15111, to provide for continued progress in the Nation's war on poverty.

The SPEAKER. Is there objection to the request of the gentleman from New York?

Mr. GERALD R. FORD. Mr. Speaker, reserving the right to object—and of course I do not intend to object—but if the conference report is ready, is there any need or necessity for this request?

Mr. POWELL. Mr. Speaker, will the gentleman yield so that I may reply to him?

Mr. GERALD R. FORD. I yield to the gentleman.

Mr. POWELL. The only reason for this request, may I say to the distinguished minority leader, is that the gentleman from Minnesota [Mr. QUIE] wanted to look over a portion of the report and give his advice concerning it. There are other members of the conferees on the part of the House who want to look at the report also.

Mr. GERALD R. FORD. Is my understanding correct that the report is virtually prepared, if not completely prepared?

Mr. POWELL. That is correct.

Mr. GERALD R. FORD. If that is so, then it can be filed without the need for the request being made by the gentleman from New York.

Mr. POWELL. If the report were to be filed without the advice and constructive criticism of the conferees on the gentleman's side—and I mentioned one gentleman, the gentleman from Minnesota [Mr. QUIE]—as well as without the advice and constructive criticism and suggestions of Members on our side, then that might be done.

Mr. QUIE. Mr. Speaker, will the gentleman yield?

Mr. GERALD R. FORD. I yield to my colleague, the gentleman from Minnesota.

Mr. QUIE. My colleagues know of my interest in this. As I recall, we adopted the provisions that one-third of any community action board had to be representing the poor and in order that it might be understood what a community action agency is, there will be language in the report, and I want to find out what the language is.

I have not signed the report and I do not intend to sign the report and I do not accept the final agreement in conference. However, on this part I want to be sure I have the chance to look at it and it will only take me about 15 minutes to do so.

Mr. GERALD R. FORD. Mr. Speaker, I withdraw by reservation of objection.

The SPEAKER. Is there objection to the request of the gentleman from New York [Mr. POWELL]?

There was no objection.

CONFERENCE REPORT (H. REPT. NO. 2298)

The committee of conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H.R. 15111) to provide for continued progress in the Nation's war on poverty, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the House recede from its disagreement to the amendment of the Senate and agree to the same with an amendment as follows: In lieu of the matter proposed to be inserted by the Senate amendment insert the following: "That this Act may be cited as the 'Economic Opportunity Amendments of 1966'."

"AUTHORIZATION OF APPROPRIATIONS

"SEC. 2. (a) For purposes of carrying out the Economic Opportunity Act of 1964 (other than part C of title I thereof) there is hereby authorized to be appropriated for the fiscal year ending June 30, 1967, the sum of—

"(1) \$696,000,000 for carrying out title I,

"(2) \$846,000,000 for carrying out title II,

"(3) \$57,000,000 for carrying out title III,

"(4) \$5,000,000 for carrying out section 402(b),

"(5) \$100,000,000 for carrying out title V,

"(6) \$15,000,000 for carrying out title VI,

"(7) \$31,000,000 for carrying out title VIII.

"(b) (1) Of the sums available for carrying out title I of the Economic Opportunity Act of 1964 (other than part C thereof) in the fiscal year ending June 30, 1967, \$211,000,000 is authorized for carrying out part A thereof, \$410,000,000 is authorized for carrying out part B thereof, and \$75,000,000

is authorized for carrying out part D thereof.

"(2) Of the sums available for carrying out title II of such Act in the fiscal year ending June 30, 1967, \$36,500,000 is authorized for carrying out section 205(d); \$36,500,000 is authorized for carrying out section 205(e); \$8,000,000 is authorized for carrying out section 206(b); \$352,000,000 is authorized for carrying out section 211-1(a); \$22,000,000 is authorized for carrying out section 211-1(b); \$61,000,000 is authorized for carrying out section 211-2; \$7,000,000 is authorized for carrying out section 211-3; \$323,000,000 is authorized for carrying out programs for which authorizations are not provided in the preceding clauses of this paragraph.

"TITLE I—AMENDMENTS TO TITLE I OF THE ACT
"Job Corps—Studies to be property of United States

"Sec. 101. (a) Section 103(a) of the Economic Opportunity Act of 1964 (hereinafter referred to as 'the Act') is amended by inserting before the semicolon at the end thereof the following: ': Provided, That such agreements shall provide that all studies, evaluations, proposals, and data produced or developed with Federal funds in the course of the operation of any conservation camp or training center shall become the property of the United States'.

"(b) Section 103(b) of the Act is amended by striking out 'with reduced federal expenditures' and inserting in lieu thereof 'at comparable costs'.

"Job Corps—High school equivalency certificates

"Sec. 102. Section 103(b) of the Act is amended by inserting before the semicolon at the end thereof the following: ': Provided, That such arrangements for education and training of enrollees in the Corps shall, to the extent feasible, provide opportunities for qualified enrollees to obtain education or training necessary to qualify them for the equivalent of a certificate of graduation from high school;'

"Job Corps—Number of women in the Corps

"Sec. 103. Section 104 of the Act is amended by adding at the end thereof the following new subsection:

"(e) The Director shall take such action as may be necessary to insure that, on or before July 1, 1967, the number of women in residence, and receiving training, at Job Corps conservation camps and training centers is not less than 23 per centum of the total number of enrollees in the Job Corps.'

"Job Corps—Maximum capacity of Job Corps camps and centers

"Sec. 104. Section 104 of the Act is amended by adding at the end thereof (after the subsection added by section 103) the following:

"(f) The Director shall not use any funds made available to carry out this part for the fiscal year ending June 30, 1967, in such a manner as to increase the capacity of conservation camps and training centers of the Job Corps above the capacity of 45,000 enrollees in such camps and centers.'

"Job Corps—Maximum permissible cost per enrollee in centers

"Sec. 105. Section 104 of the Act is amended by adding at the end thereof (after the subsection added by section 104) the following:

"(g) The Director shall take such action as may be necessary to insure that for any fiscal year the direct operating costs of Job Corps camps and centers which have been in operation for more than nine months do not exceed \$7,500 per enrollee in such camps and centers.'

"Job Corps—Community activity

"Sec. 106. Section 104 of the Act is amended by adding at the end thereof (after

the subsection added by section 105) the following:

"(h) Job Corps officials shall, whenever possible, stimulate formation of indigenous community activity in areas surrounding Job Corps camps and centers to provide a friendly and adequate reception of enrollees into community life.'

"Job Corps—Enrollee assignment

"Sec. 107. Section 104 of the Act is amended by adding at the end thereof (after the subsection added by section 106) the following:

"(i) Whenever there is a vacancy in a Job Corps camp or center in the region in which an enrollee resides which is an appropriate camp or center to meet the needs of the enrollee as determined by the Director, such enrollee shall be assigned to such camp or center. If no such vacancy exists, the enrollee shall be assigned to the Job Corps camp or center offering programs and activities appropriate to meet the needs of the enrollee as determined by the Director, which is nearest to the residence of such enrollee.'

"Job Corps—Follow-up information

"Sec. 108. Section 104 of the Act is amended by adding at the end thereof (after the subsection added by section 107) the following:

"(j) The Director shall to the maximum extent feasible assure that each enrollee who successfully completes enrollment in the Corps furnishes to him six months and eighteen months after such completed enrollment the following information:

"(1) The place of residence of such enrollee;

"(2) The employment status of such enrollee;

"(3) The compensation received by such enrollee in his current job and the compensation received by him in the job, if any, immediately preceding his current job; and

"(4) Such other relevant information determined by the Director to be necessary for an effective follow-up.'

"Job Corps—Application of Federal Employees' Compensation Act

"Sec. 109. Section 106(c) (2) (B) of the Act is amended by striking out '\$150, except that with respect to compensation for disability accruing after the individual concerned reaches the age of twenty-one, such monthly pay shall be deemed to be'.

"Job Corps—Standards of conduct

"Sec. 110. Part A of title I of the Act is amended by adding at the end thereof the following:

"Standards of conduct

"Sec. 111. (a) Within Job Corps camps and centers, standards of conduct and deportment shall be provided and stringently enforced. In the case of violations committed by enrollees, dismissals from the Corps or transfers to other locations shall be made in every instance where it is determined that retention in the Corps, or in the particular Job Corps camp or center, will jeopardize the enforcement of such standards of conduct and deportment or diminish the opportunity of other enrollees.

"(b) In order to promote the proper moral and disciplinary conditions in Job Corps conservation camps and training centers, the individual directors of Job Corps camps and centers shall be given full authority to take appropriate disciplinary measures against enrollees including, but not limited to, dismissal from the Job Corps, subject to expeditious appeal procedures to higher authority, as provided under regulation set by the Director.

"(c) The Director shall establish appropriate procedures to insure that the transfer of Job Corps enrollees from State or local jurisdiction shall in no way violate parole or probationary procedures of the State. In the event procedures have been established under

which the enrollment of a youth subject to parole or probationary jurisdiction is acceptable to appropriate State authorities, the Director shall make provisions for regular supervision of the enrollee and for reports to such State authorities to conform with the appropriate parole and probationary requirements in such State.'

"Job Corps—Experimental and demonstration projects

"Sec. 111. Part A of title I of the Act is amended by adding at the end thereof the following new section:

"Experimental and demonstration projects

"Sec. 111-1. The Director shall arrange, through grants or contracts, for the carrying out of experimental and demonstration projects of which not to exceed four may involve the construction of new camps or centers) providing youth employment and training on a combined residential and nonresidential basis. Such projects may involve the use of resources or authority under both this part and part B of this title, pursuant to agreements with the Secretary of Labor where funds under part B of this title are so used, and the Director is authorized to waive any provision of such parts which he finds would prevent the carrying out of elements of such projects essential to a determination and demonstration of their feasibility and usefulness. The Director shall report to the Congress a full description of actions taken and progress made under this section no later than March 1, 1968.'

"Work training programs—Revision of the program

"Sec. 112. (a) Sections 111, 112, and 113 of Part B of title I of the Act are amended to read as follows:

"Neighborhood Youth Corps

"Sec. 112. (a) The Director shall formulate and carry out—

"(1) programs to provide part-time employment, on-the-job training, and useful work experience for students from low-income families who are in the ninth through twelfth grades of school (or are of an age equivalent to that of students in such grades) who are in need of the earnings to permit them to resume or maintain attendance in school, and

"(2) programs to provide unemployed individuals useful work experience and on-the-job training, combined where needed with educational and training assistance, including basic literacy and occupational training designed to assist the individuals to develop their maximum occupational potential. Enrollment shall be limited to individuals aged sixteen through twenty-one years.

"(b) In determining for purposes of paragraph (1) of subsection (a) whether a student is from a low-income family, the Director shall consider a student to be from such a family if the family receives cash welfare payments.

"Financial assistance

"Sec. 113. (a) The Director is authorized to enter into agreements providing for the payment by him of part or all of the cost of a program submitted under section 112 if he determines, in accordance with such regulations as he may prescribe, that—

"(1) enrollees will be employed either (A) on publicly owned and operated facilities or projects, or (B) on local projects sponsored by private organizations;

"(2) no enrollees will be employed on projects involving political parties, or the construction, operation, or maintenance of so much of any facility as is used or to be used for sectarian instruction or as a place for religious worship;

"(3) the program will not result in the displacement of employed workers or impair existing contracts for services; and

"(4) the rates of pay for time spent in work, training or education and other conditions of employment will be appropriate and reasonable in the light of such factors as the type of work performed, geographical region, and proficiency of the employee.

"(b) In approving on-the-job training projects with other than public or private nonprofit organizations, the Director is authorized to enter into agreements to pay reasonable training costs but not wages paid to enrollees for services performed.

"(c) In approving projects under this part, the Director shall give priority to projects with high training potential and high potential for contributing to the upward mobility of the trainee."

"(b) Section 114(a) of the Act is amended by striking out 'Participation' and inserting in lieu thereof 'Enrollment' and by striking out 'who have attained age sixteen but have not attained age twenty-two,'.

"(c) Section 114(c) of the Act is amended by striking out 'nonprofit'.

"(d) Section 115 of the Act is amended by striking out 'paid for the period ending three years after the date of enactment of this Act' and by striking out 'and such assistance paid for periods thereafter shall not exceed 50 per centum of such costs,'.

"Special impact programs"

"Sec. 113. Title I of the Economic Opportunity Act of 1964 is amended by—

"(1) striking out the heading of such title and inserting in lieu thereof: 'TITLE I—WORK TRAINING AND WORK-STUDY PROGRAMS'; and

"(2) Inserting the following new part immediately following part C:

"PART D—SPECIAL IMPACT PROGRAMS"

"Establishment of programs"

"Sec. 131. (a) The purpose of this part is to establish special programs which (1) are directed to the solution of the critical problems existing in particular communities and neighborhoods (defined without regard to political or other subdivisions or boundaries) within those urban areas of the Nation having, in the judgment of the Director, especially large concentrations of low-income persons; (2) are of sufficient size and scope to have an appreciable impact in such communities and neighborhoods in arresting tendencies toward dependency, chronic unemployment, and rising community tensions; and (3), where feasible and appropriate, are part of a citywide plan for the reorganization of local or State agencies in order to coordinate effectively all relevant programs of social development.

"(b) In order to carry out the purposes of this part, the Director is authorized to make grants to public or private nonprofit organizations, or to enter into contracts with other private organizations, for the payment of all or part of the cost of programs described in sections 205 (d) and (e) of this Act. The Director shall assure that the work training and employment opportunities created under these special programs are filled by the residents of the communities or neighborhoods served, and that the activities pursued are carried out in the communities and neighborhoods described in subsection (a). For the purposes of this section, the Director may include youths aged sixteen to twenty-one who are unemployed, underemployed, or below the poverty level as established for the programs described in sections 205 (d) and (e).

"(c) The Director shall establish such criteria, and impose such conditions, as may be necessary or appropriate to assure that no program assistance under this part will result in the displacement of employed workers or impair existing contracts for services and to assure that the rates of pay and other conditions of employment will be appropriate and reasonable in the light of such factors

as the type of work performed, geographical region, and proficiency of the employee.

"(d) In carrying out the provisions of this part, the Director shall establish such procedures or impose such requirements as may be necessary or appropriate to assure maximum coordination with community action programs approved pursuant to part A of title II of this Act.

"Federal share of program costs"

"SEC. 132. Federal grants to any program carried out pursuant to this part shall not exceed 90 per centum of the cost of such program, including costs of administration, unless the Director determines, pursuant to regulations adopted and promulgated by him establishing objective criteria for such determinations, that assistance in excess of such percentages is required in furtherance of the purposes of this part. Non-Federal contributions may be in cash or in kind, fairly evaluated, including but not limited to plant, equipment, and services: *Provided*, That where capital investment is required under a contract with a private organization (other than a nonprofit organization), the Federal share thereof shall not exceed 90 per centum of such capital investment and the non-Federal share shall be as defined above."

"TITLE 1 PROGRAMS—DURATION; LIMITATION ON USE OF FUNDS"

"SEC. 114. Part D of title I of the Act is amended to read as follows:

"PART E—DURATION OF PROGRAM"

"SEC. 141. The Director shall carry out the programs for which he is responsible under this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law."

"TITLE II—AMENDMENTS TO TITLE II OF THE ACT"

"Community action—Definition of 'community'"

"SEC. 201. Section 202(a) (1) of the Act is amended by inserting 'in an attack on poverty' after 'utilizes', and by striking out 'in an attack on poverty' and inserting in lieu thereof 'or any neighborhood or other area (irrespective of boundaries or political subdivisions) which is sufficiently homogeneous in character to be an appropriate area for an attack on poverty under this part,'.

"Community action—Criteria for approval programs"

"SEC. 202. Section 202(b) of the Act is amended by adding at the end thereof a new sentence to read as follows: 'Such criteria shall include requirements to assure (1) that each agency responsible for a community action program is qualified to administer such program and the funds granted to it efficiently, effectively, and in a manner fully consistent with the provisions and purposes of this part, having due regard for the size and complexity of such program and the number of persons and size of the area served; (2) that each such agency is subject to evaluation of program progress and regular or periodic audits and that the results or findings of such evaluations and audits are considered by the agency as well as by the Director in connection with proposals or applications for the renewal, expansion, or modification of any such program; (3) that each such agency maintains records and internal controls needed to achieve and document compliance with all legal requirements and that all records bearing exclusively on grants made under this part are available to the General Accounting Office; (4) that each such program is carried on in accordance with standards and policies, including rules governing the conduct of officers and employees, to preclude the use of program funds, the provision of services, or the employment or assignment of personnel in a

manner supporting, or resulting in an identification of such program with, any partisan political activity or any activity designed to further the election or defeat of any candidate for public office; and (5) that the personnel of each such agency are selected, employed, promoted, and compensated in accordance with standards prescribed by the Director, or personnel plans approved by him, as promoting efficiency and the effective use of funds.'

"Community action—Representatives of the poor"

"SEC. 203. Section 202 of the Act is amended by adding at the end thereof the following new subsections:

"(c) (1) The Director shall not approve, or continue to fund after March 1, 1967, a community action program which is conducted, administered, or coordinated by a board which contains representatives of various geographical areas in the community unless such representatives are required to live in the area they represent.

"(2) The Director shall not approve, or continue to fund after March 1, 1967, a community action program which is conducted, administered, or coordinated by a board on which representatives of the poor do not comprise at least one-third of the membership.

"(3) The representatives of the poor shall be selected by the residents in areas of concentration of poverty, with special emphasis on participation by the residents of the area who are poor.

"(4) In communities where substantial numbers of the poor reside outside of areas of concentration of poverty, provision shall be made for selection of representatives of such poor through a process, such as neighborhood meetings, in which the poor participate to the greatest possible degree.

"(d) The Director shall require community action agencies to establish procedures under which representative groups of the poor including but not limited to minority groups, the elderly, and the rural population, which feel themselves inadequately represented on their community action agency policy board, may petition for adequate representation on such board."

"Community action—Use of latest data in making allotments"

"SEC. 204. Section 203(b) of the Act is amended (1) by inserting after 'State' the second time it appears in paragraph (1) the following '(as determined on the basis of the latest appropriate data)', (2) by inserting after 'States' the second time it appears in such paragraph the following '(as so determined)', (3) by inserting after 'State' the second time it appears in paragraph (2) the following '(as determined on the basis of the latest appropriate data)', and (4) by inserting after 'States' the second time it appears in paragraph (2) the following '(as so determined)'.

"Community action—Salary limits"

"SEC. 205. Section 205(a) of the Act is amended by adding at the end thereof the following new sentence: 'The Director shall require that where an agency pays an employee engaged in carrying out a community action program at a rate in excess of \$15,000 per annum, payment of such excess shall not be made from Federal funds; and any amount paid such an employee in excess of \$15,000 per annum shall not be considered in determining whether section 208(a) has been complied with.'

"Community action—Adult work training and employment programs"

"SEC. 206. (a) Section 205 of the Act is amended by redesignating subsection (e) as subsection (f) and by inserting immediately following subsection (d) the following new subsection:

"(e) The Director is authorized to make grants or enter into agreements with any

State or local agency or private organization to pay all or part of the costs of adult work training and employment programs for unemployed or low-income persons involving activities designed to improve the physical, social, economic or cultural condition of the community or area served in fields including, but not limited to, health, education, welfare, neighborhood redevelopment, and public safety. Such programs shall (1) assist in developing entry level employment opportunities, (2) provide maximum prospects for advancement and continued employment without Federal assistance, and (3) be combined with necessary educational, training, counseling, and transportation assistance, and such other supportive services as may be needed. Such work experience shall be combined, where needed, with educational and training assistance, including basic literacy and occupational training. Such program shall be conducted in a manner consistent with policies applicable under this Act for the protection of employed workers and the maintenance of basic rates of pay and other suitable conditions of employment."

"Community action—Use of public facilities"

"Sec. 207. Section 205(f) of the Act (as so redesignated by section 206) is amended by inserting before the period at the end thereof the following: 'and to programs which make the maximum utilization of existing schools, community centers, settlement houses, and other facilities during times they are not in use for their primary purpose'."

"Community action—Funding independent programs; membership in sponsoring organizations"

"Sec. 208. Section 205 of the Act is amended by adding at the end thereof the following new subsections:

"(g) The Director shall carry out this part in such a manner as to insure that funds available for carrying out this part (other than those available for carrying out subsections (d) and (e) of this section, and sections 206(b), 211-1(a), 211-1(b), 211-2 and 211-3) at least 5 per centum will be used for carrying out independently funded community action programs (other than programs described in subsections (d) and (e) of this section, and sections 206(b), 211-1(a), 211-1(b), 211-2 and 211-3) which are carried on in communities in which there is being carried on concurrently a community action program for which an overall community action agency assumes responsibility for planning, developing, and coordinating communitywide antipoverty programs and provides for the involvement and participation of public and private nonprofit agencies. In addition the Director may use an additional 5 per centum of such funds for carrying out such programs. For purposes of this subsection, a program will be deemed to be independently funded if the grantee is one that develops, and is funded to operate only, programs which are of limited scope and which does not have broad comprehensive community representation on its policymaking board, whether or not the grantee sponsors one or several component programs.

"(h) The Director shall make grants to, or contracts with, independently funded public and private nonprofit agencies and organizations in predominantly rural areas in accordance with sections 210 and 617, where the Director determines it is not feasible, within a reasonable period of time, to establish community action agencies.

"(i) If projects are of a regional nature and can be more efficiently operated on this basis, the Director may make grants to, or contract with, independently funded, public and private nonprofit agencies and organizations for the conduct and administration of such projects.

"(j) No officer or employee of the Office of Economic Opportunity shall be an executive officer or a member of the board of directors of any organization (other than a religious organization) with which the Director has entered into a contract under this section to carry out a community action program or a component program thereof."

"Community action—Fiscal responsibility and accounting"

"Sec. 209. Section 205 of the Act is amended by inserting at the end thereof (after the subsections added by section 208) the following:

"(k) No funds shall be released to any public or private nonprofit agency, or combination thereof, under this section unless the grantee organization has submitted to the Director either—

"(1) a statement from the appropriate public financial officer of the community or of the public agency which will maintain the accounts of the grantee, stating that such officer accepts responsibility for providing financial services adequate to insure the establishment and maintenance of an accounting system by such agency and its delegate agencies, with internal controls adequate to safeguard the assets of such agencies, check the accuracy and reliability of accounting data, promote operational efficiency and encourage adherence to prescribed management policies; or

"(2) an opinion from a Certified Public Accountant or a duly licensed public accountant stating that the grantee has established such an accounting system."

"(1) (1) The Director shall make or cause to be made a preliminary audit survey within 3 months after the effective date of a grant or contract with any public or private nonprofit agency, or combination thereof, under this section to review and evaluate the adequacy of the grantee organization's and its delegate agencies' accounting systems and internal controls.

"(2) Within 30 days of the completion of such survey, the Director shall determine on the basis of the findings and conclusions resulting from such survey whether the accounting systems of the grantee organization and its delegate agencies meet the standards set forth in subsections (k) (1) and (k) (2). If he shall determine that the standards have not been met, he shall immediately notify the grantee organization of his determination and he shall consider whether suspension of further payment of Federal funds under the subject grant is warranted.

"(3) In the event of suspension of any grant funds pursuant to subsection (1) (2), the affected agency shall be given not more than six months from the date of notice of suspension in which to establish, with the advice of Office of Economic Opportunity auditors, the procedures prescribed in subsection (k). A new audit shall be performed within this period and if, by the end of this period, the Director is still unable to determine that the accounting system meets the required standards he shall terminate the contract or grant.

"(m) The Director shall establish such rules and regulations as may be required to insure that public or private nonprofit agencies, or combinations thereof, maintain the standards of accounting set forth in sections 205(k) (1) and (2) during the period of any grant or contract under this section."

"Community action—Payment of allowances for attendance at meetings"

"Sec. 210. Section 205 of the Act is amended by inserting at the end thereof (after the subsections inserted by section 209) the following:

"(n) In extending assistance under this section the Director is authorized to make grants for the payment of a reasonable allowance per meeting for attendance at community action agency board meetings or

neighborhood community action council or committee meetings and for the reimbursement of other necessary expenses of attendance at such meetings to members of such boards, councils, or committees who are residents of the areas and members of the groups served in order to insure and encourage their maximum feasible participation in the development, conduct, and administration of community action programs: *Provided, however,* That no such payments shall be made for attendance at more than two meetings in a month, or to any person who is an employee of the United States Government, of a community action agency, or of a State or local governmental agency."

"Community action—Family planning services"

"Sec. 211. Section 205 of the Act is amended by inserting at the end thereof (after the subsection added by section 210) the following:

"(o) (1) In making grants for programs in the field of family planning the Director shall assure that family planning services, including the dissemination of family planning information and medical assistance and supplies, are made available to all individuals who meet the criteria for eligibility for assistance under this part which have been established by the community action agency and who desire such information, assistance, or supplies.

"(2) No such grant shall be approved unless it contains and is supported by reasonable assurances that in carrying out any program assisted by any such grant, the applicant will establish and follow procedures designed to insure that—

"(A) no individual will be provided with any information, medical supervision or supplies which such individual states to be 'inconsistent with his or her moral, philosophical, or religious beliefs; and

"(B) no individual will be provided with any medical supervision or supplies unless such individual has voluntarily requested such medical supervision or supplies.

"(3) The use of family planning services provided by the applicant under such grant shall not be a prerequisite to the receipt of services from or participation in any other programs under this Act."

"Community action—Technical assistance, training, and emergency loans"

"Sec. 212. (a) Section 206 of the Act is amended to read as follows:

"Technical assistance, training, and emergency loans"

"Sec. 206. (a) The Director is authorized to provide, either directly or through grants or other arrangements, (1) technical assistance to communities in developing, conducting, and administering community action programs, and (2) training for specialized or other personnel needed to develop, conduct, or administer such programs or to provide services or other assistance in connection with such programs or otherwise pertaining to the purposes of this part. The Director may, upon request of a grantee under this section, or sections 204, 205, or 209(b), make special assignments of personnel to the grantee to assist and advise in the performance of functions related to the purposes of this part, except that in no event shall more than one hundred persons be employed for, or at any one time regularly engaged in, such assignments, nor shall any such special assignment be for a period of more than two years in the case of any grantee.

"(b) The Director shall also formulate and carry out a program for making small loans to persons in low-income families to meet immediate and urgent family needs. The total outstanding balance of loans made to an individual under this subsection may not at any time exceed \$300. Loans under

this subsection shall bear interest at the rate of 2 per centum per annum and shall be made on such other terms and conditions as the Director may prescribe.'

"Community action—Research and demonstrations"

"SEC. 213. Section 207 of the Act is amended by striking out 'training,' by striking out '15 per centum' and inserting '5 per centum', and by adding at the end thereof the following: 'No grant or contract for a research or demonstration project shall be made under this section after January 1, 1967, except pursuant to an overall plan setting forth specific objectives to be achieved under this section and setting forth priorities among such objectives. Such plan, to the extent it contemplates activities or programs that may be undertaken by other Federal agencies or the making of grants or contracts that might be made by other Federal agencies having demonstration and research responsibilities, shall be approved by the Director only after consultation with such agencies. The Director shall include as part of the annual report required by section 608, or as a separate and simultaneous report, a description of the principal research and demonstration activities undertaken during each fiscal year under this part, a statement indicating the relation of such activities to the plan and the policies of this Act, and a statement with respect to each such category, describing the results or findings of such research and demonstration activities, or indicating the time or period, and to the extent possible the manner, in which the benefits or expected benefits of such activities will or are expected to be realized. The Director shall require that all applications or proposals for research or demonstrations shall be filed simultaneously in the appropriate regional office of the Office of Economic Opportunity, and shall require such offices to review and make recommendations with respect thereto within fifteen days from the date of filing.'

"Community action—Limitations on assistance"

"SEC. 214. Section 208(a) of the Act is amended by striking out 'three years after the date of enactment of this Act,' and inserting in lieu thereof 'June 30, 1967', and by striking out '50 per centum' and inserting in lieu thereof '80 per centum'.

"Community action—Headstart and legal services programs"

"SEC. 215. Title II of the Act is amended by inserting after section 211 the following new section:

"Headstart and legal services programs"

"SEC. 211-1. (a) In carrying out sections 204 and 205, the Director shall carry out programs eligible for assistance under such sections which assist young children who have not reached the age of compulsory school attendance and which include (1) the furnishing of such comprehensive health, nutritional, social, educational, and mental health services as the Director finds will aid such children to attain their greatest potential, (2) the provision of appropriate activities to encourage the participation of parents of such children and the effective use of their services, and (3) such other training, technical assistance, evaluation, and follow-through activities as may be necessary or appropriate.

"(b) In carrying out sections 204 and 205, the Director shall carry out programs eligible for assistance under such sections, which provide legal advice and legal representation to persons when they are unable to afford the services of a private attorney, together with legal research and information as appropriate to mobilize the assistance of lawyers or legal institutions, or combinations thereof, to further the cause of justice among persons living in poverty: *Provided, That* the Director

shall establish procedures to assure that the principal local bar associations in the area to be served by any proposed program of legal advice and representation are afforded an adequate opportunity to review the proposed program and to submit comments and recommendations thereon before such program is approved or funded.'

"Health services"

"SEC. 216. Part A of title II of the Act is amended by adding at the end thereof the following new section:

"Comprehensive health services programs"

"SEC. 211-2. (a) The Director is authorized to make grants to, or to contract with, public or private nonprofit agencies in order to provide assistance necessary for the development and implementation of comprehensive health services programs focused upon the needs of persons residing in urban or rural areas having high concentrations of poverty and a marked inadequacy of health services. Such programs shall be designed—

"(1) to make possible, with maximum feasible utilization of existing agencies and resources, the provision of comprehensive health services, including but not limited to preventive medical, diagnostic, treatment, rehabilitation, mental health, dental, and follow-up services, together with facilities and rehabilitation necessary in connection therewith; and

"(2) to assure that such services are made readily accessible to the residents of such areas, are furnished in a manner most responsive to their needs and with their participation, and wherever possible are combined with, or included within arrangements for providing, employment, education, social, or other assistance needed by the families and individuals served.

Before approving any program under this section, the Director shall consult with appropriate Federal, State, and local health agencies and take such steps, or impose such conditions, as may be required to make certain that the program will be carried on under competent professional supervision and that existing agencies providing services related to this section are furnished with all assistance necessary or appropriate in order to permit them to plan for participation in such program and for the necessary continuation of such services.

"(b) In carrying out this section, the Director shall formulate and carry out programs for the prevention of narcotic addiction and the rehabilitation of narcotic addicts. Such programs shall include provisions for the detoxification, guidance, training, and job placement of narcotic addicts.

"(c) The Director, either separately or as part of the annual report required under section 608, shall submit at least annually to the Congress a comprehensive statement describing the actions taken and progress made under this section and all other provisions of this Act in meeting the needs of the poor for expanded and improved health services. The Director shall also provide for studies of the nature and characteristics of health problems particularly significant to low-income persons.

"(d) The Director is authorized, after consultation with the Secretary of Health, Education, and Welfare, to secure (by grant or contract) objective studies of the overall operation of the programs authorized under this section, including their relationship to and impact on the adequacy and availability of all relevant programs and services for meeting total health needs. Reports of such studies, together with such comments and recommendations as the Director and the Secretary of Health, Education, and Welfare may care to offer, shall be submitted to the President and the Congress.'

"Adult basic education"

"SEC. 217. Title II of the Act is amended by adding at the end thereof (after the sec-

tion added by section 216 the following new section:

"Special projects on adult basic education"

"SEC. 211-3. The Director is authorized to make grants to local educational agencies and to other public or private nonprofit agencies for the purpose of special projects in the field of adult basic education for low-income individuals over eighteen years of age whose lack of basic educational skills constitutes a substantial impairment of their ability to get or retain employment commensurate with their real ability. Such projects shall—

"(1) involve the use of innovative methods, systems, materials, or programs which the Director determines may have national significance or be of special value in promoting effective programs under this title.

"(2) involve activities in adult basic education which the Director determines are so coupled with other Federal, federally assisted, State, or local programs, as to have unusual promise in promoting a comprehensive or coordinated approach to the problems of low-income individuals with basic educational deficiencies, or

"(3) show promise of enabling persons receiving welfare payments or other forms of public assistance to obtain employment which will permit discontinuance of such assistance.'

"Title II programs—Duration"

"SEC. 218. Part D of title II of the Act is amended to read as follows:

"PART D—DURATION OF PROGRAM"

"SEC. 221. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law.'

"TITLE III—AMENDMENTS TO TITLE III OF THE ACT"

"Rural areas—Loan authority and indemnity payments"

"SEC. 301. (a) Section 302(a) of the Act is amended by striking out 'exceeding \$2,500 in the aggregate' and inserting in lieu thereof 'resulting in an aggregate indebtedness of more than \$3,500 at any one time'.

"(b) Section 305(f) of the Act is amended by—

"(1) inserting '(1)' immediately after 'Provided, That'; and

"(2) inserting immediately before the period at the end thereof a semicolon and the following: 'and (2) a cooperative organization formed by and consisting of members of an Indian tribe (including any tribe with whom the special Federal relationship with Indians has been terminated) engaged in the production of agricultural commodities, or in manufacturing products, on an Indian reservation (or former reservation in the case of tribes with whom the special Federal relationship with Indians has been terminated) shall not be regarded as a cooperative organization within the purview of this clause'.

"(c) Section 331(c) of the Act is amended by striking out 'June 30, 1966' and inserting in lieu thereof 'June 30, 1967'.

"Title III programs—Duration"

"SEC. 302. Part C of title III of the Act is amended to read as follows:

"PART C—DURATION OF PROGRAM"

"SEC. 321. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law.'

"TITLE IV—AMENDMENTS TO TITLE IV OF THE ACT"

"SEC. 401. Sections 402, 405, and 406 of the Act are amended by striking out 'Director'

where it appears in such sections and inserting in lieu thereof 'Administrator of the Small Business Administration'.

"Sec. 402. (a) Section 402 of the Act is hereby redesignated section 402(a) and there is added at the end thereof a new subsection (b) as follows:

"(b) The Director is authorized to make grants to, or contract with, public or private nonprofit agencies, or combinations thereof, to pay all or part of the costs necessary to enable such agencies to provide screening, counseling, management guidance, or similar assistance with respect to persons or small business concerns which receive or may be eligible for assistance under subsection (a). Financial assistance under this subsection shall be subject to the provisions of section 208 of this Act."

"Sec. 403. Sections 403 and 404 of the Act are hereby repealed.

"Sec. 404. Section 407 of the Act is amended to read as follows:

"Duration of program

"Sec. 407. The Administrator of the Small Business Administration shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years."

"Sec. 405. Section 402 of the Act is amended by inserting '(a)' after 'Sec. 402.' and by adding at the end thereof the following new subsection:

"(b) To the extent necessary or appropriate to carry out the programs provided for in this title the Administrator of the Small Business Administration shall have the same powers as are conferred upon the Director by section 602 of this Act."

"Sec. 406. Sections 405, 406, and 407 of the Act, as amended by these Economic Opportunity Amendments of 1966, are respectively renumbered as sections 403, 404, and 405 of the Act.

"Sec. 407. Section 606 of the Act is amended by striking out 'and IV' where it appears in subsections (a) and (d) thereof.

"TITLE V—REVISION OF TITLE V OF THE ACT

"Sec. 501. (a) Title V of the Act is amended to read as follows:

"TITLE V—WORK EXPERIENCE AND TRAINING PROGRAMS

"Statement of purpose

"Sec. 501. It is the purpose of this title to expand the opportunities for constructive work experience and other needed training available to persons (including workers in farm families with less than \$1,200 net family income, unemployed heads of families and other needy persons) who are unable to support themselves or their families.

"Transfer of funds

"Sec. 502. In order to permit the carrying out of work experience and training programs meeting the criteria set forth in part E of title II of the Manpower Development and Training Act of 1962, the Director is authorized to transfer funds to the Secretary of Health, Education, and Welfare to enable him (1) to make payments under section 1115 of the Social Security Act for experimental, pilot, or demonstration projects which provide pretraining services and basic maintenance, health, family, basic education, day care, counselling, and similar supportive services required for such programs, and (2) to reimburse the Secretary of Labor for carrying out the activities described in such part E of title II of the Manpower Development and Training Act of 1962. Costs of such projects and activities shall, notwithstanding the provisions of the Social Security Act and the Manpower Development and Training Act of 1962, be met entirely from funds appropriated to carry out this title: *Provided*, That such funds may not be used to assist families and individuals insofar as they are

'otherwise receiving or eligible to receive assistance or social services through a State plan approved under titles I, IV, X, XIV, XVI, or XIX of the Social Security Act.

"Limitations on work experience and training programs

"Sec. 503. (a) The provisions of paragraphs (1) to (6), inclusive, of section 409 of the Social Security Act, unless otherwise inconsistent with the provisions of this title, shall be applicable with respect to work experience and training programs assisted with funds under this title. The costs of such programs to the United States shall, notwithstanding the provisions of such Act, be met entirely from funds appropriated or allocated to carry out the purpose of this title.

"(b) Work experience and training programs shall be so designed that participation of individuals in such programs will not ordinarily exceed 36 months, except that nothing in this subsection shall prevent the provision of necessary and appropriate follow-up services for a reasonable period after an individual has completed work experience and training.

"(c) Not more than 12½ percent of the sums appropriated or allocated for any fiscal year to carry out the purposes of this title shall be used within any one state. In the case of any work experience and training program approved on or after July 1, 1968, not more than 80 percent of the costs of projects or activities referred to in section 502 may be paid from funds appropriated or allocated to carry out this title, unless the Secretary of Health, Education, and Welfare determines, pursuant to regulations prescribed by him establishing objective criteria for such determinations, that assistance in excess of such percentage is required in furtherance of the purposes of this title. Non-Federal contributions may be in cash or in kind, fairly evaluated, including but not limited to plant, equipment, and services.

"Duration of programs

"Sec. 504. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law.

"Transition

"Sec. 505. The Secretary of Labor is authorized to provide work experience and training programs authorized by section 261(a) (3) and (4) of part E of title II of the Manpower Development and Training Act of 1962, commencing July 1, 1967. The Secretary of Health, Education, and Welfare is authorized to provide such work experience and training programs through June 30, 1967, and may also continue to completion those work experience and training programs commenced prior to that date, but in no event shall such programs be extended beyond June 30, 1968. After June 30, 1967, the Secretary of Health, Education, and Welfare, pursuant to agreement with the Secretary of Labor which shall include provisions for joint evaluation and approval of the training and work experience aspect of each project or program, may also—

"(1) with the concurrence of the Secretary of Labor, renew existing projects and programs, or develop and provide new projects or programs, to accomplish the purposes of this title and of part E of title II of the Manpower Development and Training Act of 1962; and

"(2) with the concurrence of the Secretary of Labor, develop and provide other work experience and training programs pursuant to such part E, with respect to such projects or parts of projects which the Secretary of Labor is unable to provide after

being given notice and a reasonable opportunity to do so.

Before July 1, 1967, the Secretary of Health, Education, and Welfare may, for the purposes of this title and part E of title II of the Manpower Development and Training Act of 1962, utilize the services and facilities available under the manpower development and utilization programs administered by the Department of Labor which may include, but not be limited to, testing, counseling, job referral and follow-up services required to assist participants in securing and obtaining employment, training opportunities, either on or off the job, available under the Manpower Development and Training Act of 1962, and relocation assistance to involuntarily unemployed individuals in accordance with the standards prescribed in section 104 of the Manpower Development and Training Act of 1962, and shall compensate the Secretary of Labor for the reasonable costs thereof either by advance or reimbursement."

"TITLE VI—AMENDMENTS TO TITLE VI OF THE ACT

"Elderly poor

"Sec. 601. (a) Section 601(a) of the Act is amended by striking out 'three' in the third sentence thereof and inserting in lieu thereof 'four'.

"(b) Section 610 of the Act is amended by inserting at the end thereof the following: 'The Director shall carry out such investigations and studies, including consultations with appropriate agencies and organizations, as may be necessary (1) to develop programs providing employment opportunities, public service opportunities, and education for the elderly poor under the provisions of this Act, and (2) to determine and recommend to the President and the Congress such programs requiring additional authority and the necessary legislation to provide such authority.'

"Liaison between agencies

"Sec. 602. Section 602(d) of the Act is amended by adding immediately before the semicolon at the end thereof the following: 'subject to provisions to assure the maximum possible liaison between the Office of Economic Opportunity and such other agencies at all operating levels, which shall include the furnishing of complete operational information by such other agencies to the Office of Economic Opportunity and the furnishing of such information by such Office to such other agencies'.

"Elimination of special printing authority of director

"Sec. 603. Section 602(m) of the Act is amended to read as follows:

"(m) expend funds made available for purposes of this Act—

"(1) for printing and binding, in accordance with applicable law and regulation; and

"(2) without regard to any other law or regulation, for rent of buildings and space in buildings and for repair, alteration, and improvement of buildings and space in buildings rented by him; but the Director shall not utilize the authority contained in this subparagraph (2)—

"(A) except when necessary to obtain an item, service, or facility, which is required in the proper administration of this Act, and which otherwise could not be obtained, or could not be obtained in the quantity or quality needed, or at the time, in the form, or under the conditions in which, it is needed, and

"(B) prior to having given written notification to the Administrator of General Services (if the exercise of such authority would affect an activity which otherwise would be under the jurisdiction of the Gen-

eral Services Administration) of his intention to exercise such authority, the item, service, or facility with respect to which such authority is proposed to be exercised, and the reasons and justifications for the exercise of such authority; and'.

"Administration—Political activities"

"SEC. 604. Section 603 of the Act is amended to read as follows:

"Political activities"

"SEC. 603. (a) For purposes of chapter 15 of title 5 of the United States Code any overall community action agency which assumes responsibility for planning, developing, and coordinating communitywide antipoverty programs and receives assistance under this Act shall be deemed to be a State or local agency; and for purposes of clauses (1) and (2) of section 1502(a) of such title any agency receiving assistance under this Act (other than part C of title I) shall be deemed to be a State or local agency.

"(b) The Director, after consultation with the Civil Service Commission, is authorized to issue such regulations or impose such requirements as may be necessary or appropriate to supplement the provisions of subsection (a) of this section or otherwise to insure that programs assisted under this Act are not carried on in a manner involving the use of program funds, the provision of services, or the employment or assignment of personnel in a manner supporting, or resulting in the identification of such program with, any partisan political activity or any activity designed to further the election or defeat of any candidate for public office."

"National Advisory Council on Economic Opportunity"

"SEC. 605. Section 605 of the Act is amended to read as follows:

"National Advisory Council on Economic Opportunity"

"SEC. 605. (a) There is hereby established in the Office a National Advisory Council on Economic Opportunity (hereinafter referred to as the Advisory Council), to be composed of twenty-one members appointed, for staggered terms and without regard to the civil service laws, by the President. Such members shall be representative of the public in general and appropriate fields of endeavor related to the purposes of this Act. The President shall designate the chairman from among such members. The Advisory Council shall meet at the call of the chairman but not less often than four times a year. The Director shall be an ex officio member of the Advisory Council.

"(b) The Advisory Council shall—

"(1) advise the Director with respect to policy matters arising in the administration of this Act; and

"(2) review the effectiveness and the operation of programs under this Act and make recommendations concerning (A) the improvement of such programs, (B) the elimination of duplication of effort, and (C) the coordination of such programs with other Federal programs designed to assist low income individuals and families.

Such recommendations shall include such proposals for changes in this Act as the Advisory Council deems appropriate.

"(c) The Advisory Council shall make an annual report of its findings and recommendations to the President not later than March 31 of each calendar year beginning with the calendar year 1967. The President shall transmit each such report to the Congress together with his comments and recommendations."

"Administration—Comparability of wages"

"SEC. 606. Part A of title VI of the Act is amended by adding at the end thereof the following new section:

"Comparability of wages"

"SEC. 610-1. (a) The Director shall take such action as may be necessary to assure

that persons employed in carrying out programs financed under part A of title I or part A of title II (except a person compensated as provided in section 602) shall not receive compensation at a rate which is (1) in excess of the average rate of compensation paid in the area where the program is carried out to persons providing substantially comparable services, or in excess of the average rate of compensation paid to persons providing substantially comparable services in the area of the person's immediately preceding employment, whichever is higher or (2) less than the minimum wage rate prescribed in section 6(a)(1) of the Fair Labor Standards Act of 1938.

"(b) Not later than sixty days after the close of the fiscal year 1967 and each fiscal year thereafter the Director shall prepare and submit to the President for submission to the Congress a list of the names of all officers or employees whose compensation is subject to the limitations set forth in subsection (a) of this section and who were receiving at the end of such fiscal year a salary of \$10,000 or more per year, together with the amount of compensation paid to each such person and the amount of such compensation paid from funds advanced or granted pursuant to this Act. No grant, contract or agreement shall be made under any of the provisions of this Act referred to in subsection (a) of this section which does not contain adequate provisions to assure the furnishing of information required by the preceding sentence.

"(c) No person whose compensation exceeds \$6,000 per annum and is paid pursuant to any grant, contract, or agreement authorized under part A of title I or part A of title II (except a person compensated as provided in section 602) shall be employed at a rate of compensation which exceeds by more than 20 percent the salary which he was receiving in his immediately preceding employment, but the Director may grant exceptions for specific cases. In determining salary in preceding employment for one regularly employed for a period of less than 12 months per year, the salary shall be adjusted to an annual basis."

"Coordination of programs within executive branch"

"SEC. 607. Section 611 of the Act is amended by adding at the end thereof the following:

"(c) It shall be the responsibility of the Director, the Secretary of Labor, the Secretary of Health, Education, and Welfare, and the heads of all other departments and agencies concerned, acting through the President's Committee on Manpower, to provide for, and take such steps as may be necessary and appropriate to implement, the effective coordination of all programs and activities within the executive branch of the Government relating to the training of individuals for the purpose of improving or restoring employability.

"(d) The Secretary of Labor, pursuant to such agreements as may be necessary or appropriate (which may include arrangements for reimbursement), shall—

"(1) be responsible for assuring that the Federal-State employment service provides and develops its capacity for providing maximum support for the programs described in subsection (c); and

"(2) obtain from the Secretary of Commerce, the Secretary of Health, Education, and Welfare, the Director of the Office of Economic Opportunity, and the head of any other Federal agency administering a training program, such employment information as will facilitate the placement of individuals being trained."

"Information—Catalog and dissemination"

"SEC. 608. Section 613 of the Act is amended by inserting '(a)' after 'SEC. 613.' and by adding at the end thereof the following new subsections:

"(b) The Director shall publish and maintain on a current basis, a catalog of Federal programs relating to individual and community improvement. The Director is further authorized to make grants from funds appropriated to carry out title II of this Act, to States and communities to establish information service centers for the collection, correlation, and distribution of information required to further the purposes of this Act.

"(c) In order to insure that all Federal programs related to the purposes of this Act are utilized to the maximum possible extent, and in order to insure that all appropriate officials are kept fully informed of such programs, the Director shall establish procedures to assure prompt distribution to States and local agencies of all current information, including administrative rules, regulations and guidelines, required by such agencies for the effective performance of their responsibilities."

"Title VI programs—Duration"

"SEC. 609. Section 615 of the Act is amended to read as follows:

"Duration of program"

"SEC. 615. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law."

"Coordination—Transfers of funds"

"SEC. 610. Section 616 of the Act is amended by inserting after 'this Act,' the following: 'or any Act authorizing appropriations for any such title (other than part C of title I).'

"Additional super grades"

"SEC. 611. Title VI of the Act is amended by inserting after section 617 the following new section:

"Limitation on additional super grades"

"SEC. 618. No additional positions above those authorized on the date of enactment of this section shall be created or filled in fiscal year ending June 30, 1967 in the classification categories of GS 16, 17, and 18, of the General Schedule of section 5332, title 5, United States Code in the Office of Economic Opportunity and its field offices."

"Administrative expenses"

"SEC. 612. Title VI of the Act is amended by inserting after section 618 the following new section:

"Limitation on Federal administrative expenses"

"SEC. 619. The total administrative expenses, including the compensation of Federal employees, incurred by Federal agencies under the authority of this Act for any fiscal year shall not exceed ten percent of the amount authorized to be appropriated by this Act for that year: *Provided, however,* That grants, subsidies, and contributions, any payments to individuals, other than Federal employees shall not be counted as an administrative expense."

"Private enterprise participation"

"SEC. 614. (a) Title VI of the act is amended by inserting after section 619 (added by section 612) the following new section:

"Private enterprise participation"

"SEC. 620. The Director and the heads of any other Federal departments or agencies to which the conduct of programs described in this Act have been delegated shall take such steps as may be desirable and appropriate to insure that the resources of private enterprise are employed to the maximum feasible extent in the programs described in this Act. The Director and such other agency heads shall submit at least annually to the Congress a joint or combined report de-

scribing the actions taken and the progress made under this section.'

"(b) Section 2 of the Act is amended by adding at the end thereof the following new paragraph: 'It is the sense of the Congress that it is highly desirable to employ the resources of the private sector of the economy of the United States in all such efforts to further the policy of this Act.'

"TITLE VII—TECHNICAL AMENDMENT TO TITLE VII OF THE ACT

"SEC. 701. (a) Section 701(a) of the Act is amended by striking out 'and XVI' and inserting in lieu thereof 'XVI, and XIX'.

"(b) No funds to which a State is otherwise entitled under title XIX of the Social Security Act for any period before October 1, 1967, shall be withheld by reason of any action taken pursuant to a State statute which prevents such State from complying with the requirements resulting from the amendment made by subsection (a).

"TITLE VIII—REVISION OF PROVISIONS RELATING TO VISTA

"SEC. 801. The Act is amended by adding at the end thereof the following new title:

"TITLE VIII—VOLUNTEERS IN SERVICE TO AMERICA

"Statement of purpose

"SEC. 801. It is the purpose of this title to enable and encourage volunteers to participate in a personal way in the war on poverty, by living and working among deprived people of all ages in urban areas, rural communities, on Indian reservations, in migrant worker camps, and Job Corps camps and centers; to stimulate, develop and coordinate programs of volunteer training and service; and, through such programs, to encourage individuals from all walks of life to make a commitment to combating poverty in their home communities, both as volunteers and as members of the helping professions.

"Authority to establish VISTA program

"SEC. 802. (a) The Director is authorized to recruit, select, train, and—

"(1) upon request of State or local agencies or private nonprofit organizations, refer volunteers to perform duties in furtherance of programs combating poverty at a State or local level; and

"(2) in cooperation with other Federal, State, or local agencies involved, assign volunteers to work (A) in meeting the health, education, welfare, or related needs of Indians living on reservations, of migratory workers and their families, or of residents of the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, or the Trust Territory of the Pacific Islands; (B) in the care and rehabilitation of the mentally ill or mentally retarded under treatment at nonprofit mental health or mental retardation facilities assisted in their construction or operation by Federal funds; and (C) in connection with programs or activities authorized, supported, or of a character eligible for assistance under this Act.

"(b) The referral or assignment of volunteers under this section shall be on such terms and conditions (including restrictions on political activities that appropriately recognize the special status of volunteers living among the persons or groups served by programs to which they have been assigned) as the Director may determine; but volunteers shall not be so referred or assigned to duties or work in any State, nor shall programs under section 805 be conducted in any State without the consent of the Governor.

"Volunteer support

"SEC. 803. The Director is authorized to provide to all volunteers during training pursuant to section 802(a) and to volunteers assigned pursuant to section 802(a)(2) such stipend, not to exceed \$50 per month (or, in the case of volunteer leaders desig-

nated in accordance with standards prescribed by the Director, not to exceed \$75 per month), such living, travel, and leave allowances, and such housing, transportation (including travel to and from the place of training), supplies, equipment, subsistence, clothing, and health and dental care as the Director may deem necessary or appropriate for their needs.

"Application of provisions of Federal law

"SEC. 804. (a) Each volunteer under section 802 shall take and subscribe to an oath or affirmation in the form prescribed by section 104(d) of this Act, and the provisions of section 1001 of title 18, United States Code, shall be applicable with respect to such oath or affirmation; but except as provided in subsection (b) of this section, such volunteers shall not be deemed to be Federal employees and shall not be subject to the provisions of laws relating to Federal employment, including those relating to hours of work, rates of compensation, and Federal employee benefits.

"(b) All volunteers during training pursuant to section 802(a) and such volunteers as are assigned pursuant to section 802(a)(2) shall be deemed Federal employees to the same extent as enrollees of the Job Corps under section 106(b), (c), and (d) of this Act except that for purposes of the computation described in paragraph (2)(B) of section 106(c) the monthly pay of a volunteer shall be deemed to be that received under the entrance salary for GS-7 of the General Schedule of section 5332, title 5, United States Code.

"(c) For the purposes of subchapter III, chapter 73 of title V of the United States Code, a volunteer under this title shall be deemed to be a person employed in the executive branch of the Federal Government.

"Special programs and projects

"SEC. 805. The Director is authorized to conduct, or to make grants, contracts, or other arrangements with appropriate public or private nonprofit organizations for the conduct of, special programs in furtherance of the purposes of this title. Such programs shall be designed to encourage more effective or better coordinated use of volunteer services, including services of low-income persons, or to make opportunities for volunteer experience available, under proper supervision and for appropriate periods, to qualified persons who are unable to make long-term commitments or who are engaged in or preparing to enter work where such experience may be of special value and in the public interest. Individuals who serve or receive training in such programs shall not, by virtue of such service or training, be deemed to be Federal employees and shall not be subject to the provisions of laws relating to Federal employment, including those related to hours of work, rates of compensation, and Federal employee benefits; except that such individuals who receive their principal support or compensation with respect to such service or training directly from the Director or his agent for payment shall be deemed Federal employees to the same extent as volunteers assigned pursuant to section 802(a)(2) of this Act. Not to exceed 15 per centum of the sums appropriated or allocated from any appropriation to carry out this title for any fiscal year may be used for programs under this section.

"Duration of program

"SEC. 806. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law.

"TITLE IX—TECHNICAL AMENDMENTS

"SEC. 901. (a) Title I of the Act is amended by inserting immediately before section 110 a heading for such section to read as follows:

"Youth Conservation Corps"

"(b) Title II of the Act is amended by redesignating section 219 of part C as section 219-1.

"(c) Section 213 of the Act is amended by striking out 'this section' and inserting in lieu thereof 'section 214'.

"(d) Section 604(b) of the Act is amended by striking out 'Housing and Home Finance Administrator' and inserting in lieu thereof 'Secretary of Housing and Urban Development'.

"TITLE X—AMENDMENTS TO MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

"SEC. 1001. (a) The Manpower Development and Training Act of 1962 is amended by inserting the following after the period at the end of section 201: 'Whenever appropriate, the Secretary of Labor shall coordinate and provide for combinations of programs, to be pursued concurrently or sequentially, under this Act with programs under other Federal Acts, where the purposes of this Act would be accomplished thereby.'

"(b) The Manpower Development and Training Act of 1962 is amended by adding at the end of section 203(c) the following: 'Notwithstanding any provision to the contrary in this subsection or in subsection (h), the Secretary may refer any individual who has completed a program under part B of title I of the Economic Opportunity Act of 1964 to training under this Act, and such individual may be paid a training allowance as provided in section 203(a) of this Act without regard to the requirements imposed on such payments by the preceding sentences of subsection (c) or by subsection (h) of this section. Such payments shall not exceed the average weekly gross unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payments during the most recent four-calendar-quarter period for which such data are available. Such persons shall not be deemed youths for the purpose of applying the provision under this subsection limiting the number of youths who may receive training allowances.'

"(c) The Manpower Development and Training Act of 1962 is amended by inserting the following after part D of title II:

"PART E—WORK EXPERIENCE AND TRAINING PROGRAMS

"SEC. 261. (a) The Secretary of Labor in cooperation with the Secretary of Health, Education, and Welfare shall provide, under this part, programs for needy persons who require work experience or special family and supportive services, as well as training, in order that they may be assisted to secure and hold regular employment in a competitive labor market. Such programs shall—

"(1) provide for the selection of participants pursuant to procedures and criteria jointly prescribed by the Secretary of Labor and the Secretary of Health, Education, and Welfare;

"(2) include pretraining services and basic maintenance, health, family and day care, counseling, and similar social services and basic education, as provided by the Secretary of Health, Education, and Welfare pursuant to section 502 of the Economic Opportunity Act of 1964, as amended;

"(3) provide through agreements with appropriate public or private nonprofit agencies, work experience to the extent required to assist participants in developing necessary work attitudes or to prepare them for work or training involving the acquisition of needed skills;

"(4) provide testing, counseling, training either on or off the job (including classroom instruction where needed through appropriate arrangements agreed to by the Secretary of Labor and the Secretary of Health, Education, and Welfare), to assist participants to develop their occupational poten-

tial, improve their occupational level and secure promotion or advancement;

"(5) provide, through appropriate arrangements with employers, labor organizations, and other public and private agencies, for development where needed of additional employment opportunities for participants, for job referral and follow-up services required to assist participants in securing and retaining employment and securing possibilities for advancement; and

"(6) provide, in accordance with the criteria prescribed in section 104 of this Act, relocation assistance to involuntarily unemployed individuals where the Secretary of Labor determines they cannot reasonably be expected to secure full-time employment in the community in which they reside.

"(b) In developing and approving programs under this part, the Secretary of Labor shall give priority to programs with a high-training potential and which afford the best prospects for contributing to the upward mobility of participants.

"(c) Notwithstanding any other provision of this Act, the provisions of section 503 of the Economic Opportunity Act of 1964, as amended, shall govern the use and apportionment among the several States of funds provided pursuant to such Act for the purpose of carrying out this part."

"TITLE XI—AMENDMENTS TO CERTAIN OTHER ACTS

"SEC. 1101. (a) Section 205(b)(2)(A)(iv) of the National Defense Education Act of 1958 is amended by striking out 'section 603' and inserting in lieu thereof 'title VIII'.

"(b) (1) Section 427(a)(2)(C) of the Higher Education Act of 1965 is amended (1) by striking out 'or' before '(iii)', and (2) by inserting immediately after 'Peace Corps Act,' the following: 'or (iv) not in excess of three years during which the borrower is in service, as a volunteer under title VIII of the Economic Opportunity Act of 1964.'"

"(2) The amendments made by this section shall not apply to any loan outstanding on the effective date of this Act without the consent of the borrowers.

"SEC. 1102. Clause (3) of section 401(b) of the Public Works and Economic Development Act of 1965 is amended to read as follows:

"(3) no area shall be designated which does not have a population of at least one thousand five hundred persons, except that this limitation shall not apply to any area designated under section 401(a)(3); and."

"TITLE XII—GENERAL PROVISIONS

"SEC. 1201. No part of the funds appropriated under this Act to carry out the provisions of the Economic Opportunity Act of 1964 shall be used to provide payments, assistance, or services, in any form, with respect to any individual who is convicted, in any Federal, State, or local court of competent jurisdiction, of inciting, promoting, or carrying on a riot, or any group activity resulting in material damage to property or injury to persons, found to be in violation of Federal, State, or local laws designed to protect persons or property in the community concerned."

And the Senate agree to the same.

ADAM C. POWELL,
CARL D. PERKINS,
EDITH GREEN,
FRANK THOMPSON,
JOHN H. DENT,
SAM M. GIBBONS.

Managers on the Part of the House.

JOSEPH S. CLARK,
JENNINGS RANDOLPH,
CLAIBORNE PELL,
EDWARD M. KENNEDY,
ROBERT KENNEDY,
GAYLORD NELSON,
J. K. JAVITS,
WINSTON PROUTY.

Managers on the Part of the Senate.

STATEMENT

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendment to the House bill (H.R. 15111) to provide for continued progress in the Nation's war on poverty, submit the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

The Senate excised all of the House bill after the enacting clause and inserted a substitute amendment. The committee of conference agreed to a substitute for both the House bill and the Senate amendment. Except for technical, clarifying, and conforming changes the following statement explains the differences between the House bill and the substitute agreed to in conference.

AUTHORIZATION OF APPROPRIATIONS

There were differences between the House bill and the Senate amendment for the authorization of appropriations, as follows:

Title	House bill	Senate amendment	Conference substitute
I.....	\$696,000,000	\$588,000,000	\$696,000,000
II.....	832,000,000	944,000,000	846,000,000
III.....	57,000,000	65,000,000	57,000,000
IV.....	(1)	5,000,000	5,000,000
V.....	119,000,000	100,000,000	100,000,000
VI.....	15,000,000	17,000,000	15,000,000
VIII.....	31,000,000	31,000,000	31,000,000

¹ No authorization.

Earmarking

The House bill initially earmarked authorizations within titles for specific programs including Job Corps, Neighborhood Youth Corps, Operation Headstart, legal services, the Nelson-Scheuer employment programs, Operation Narcotics Rehabilitation, emergency family loans, and adult basic education.

The conference modified these provisions to earmark all program categories within titles I and II. The earmarking provisions appear in the bill along with the authorizations for appropriations by title.

It is the express wish of the conferees that under no circumstances should the possible transfer of funds from Title to Title increase the Job Corps authorization above \$211,000,000. The House bill provided that the number of women in residence, and receiving training, at Job Corps conservation and training centers be at least 10,000. The Senate amendment had no comparable provision. The conference substitute modifies this provision to require that by July 1, 1967, 23 percent of the enrollees in camps and centers must be women.

Job Corps—Maximum capacity of Job Corps camps and centers

The House bill provided that for any fiscal year the total enrollment of the Job Corps conservation camps and training centers shall not exceed 45,000 enrollees, and that the cost, excluding capital costs of operating Job Corps centers shall not exceed \$7,500 per enrollee.

The conference substitute adopted the House provision with the stipulation that the \$7,500 cost per enrollee which is a nationwide average shall only apply to those camps and centers that have been in operation for more than 9 months, and that the cost of operating Job Corps centers be the direct operating costs.

Job Corps enrollees—Assignment near homes

The House bill provided that to the maximum extent feasible Job Corps enrollees should be assigned to camps and centers near their homes. The Senate amendment provided that whenever a vacancy exists in a Job Corps center in the region in which the enrollee resides and it appropriately meets

his needs, he shall be assigned there. If there is no such vacancy in the region the enrollee must be assigned to the center nearest his residence which meets his needs.

The substitute agreed upon in conference adopts the Senate provision with the understanding that the word "region", as used therein refers to one of the seven the regions established by the Office of Economic Opportunity for administrative purposes.

Job Corps—Followup information

The Senate amendment contained a provision requiring, to the maximum extent feasible, the Director to obtain certain information from each enrollee who successfully completes enrollment in the Job Corps. Such information to be provided 8 months and 18 months after the completion of enrollment.

The conference substitute adopted the provision in the Senate amendment.

Job Corps—Standards of conduct

The House bill provided individual camp and center directors with authority to take appropriate disciplinary measures against enrollees including but not limited to, dismissal from the camps or centers subject to expeditious appeal procedures to higher authority, as provided under regulations set by the Director of the Office of Economic Opportunity.

The conference substituted a technical change to emphasize the Director's additional authority to issue regulations for the entire subsection. The Director is expected to establish appropriate administrative procedures for the protection of the enrollees at each of the camps and centers in connection with these disciplinary measures.

Job Corps—Combined residential and non-residential demonstration projects

The House bill set a maximum of four experimental and demonstration projects providing vocational education and training and youth employment on a combined residential and nonresidential basis. These projects could involve the use of resources and authority under both the Job Corps provisions of the act and the Neighborhood Youth Corps provisions. The Director was specifically required to report to Congress by March 1, 1969 on action taken and progress made under the section.

The Senate amendment was, in substance, the same as the House bill except that (1) projects were not limited to four, (2) funds under part B, the N.Y.C. provision, could be used only pursuant to agreements with the Secretary of Labor, and (3) the report to Congress was required by March 1, 1968.

The House receded on the date of the report, but the conference substitute provided that there shall be no more than four new such camps or centers which may be constructed. Existing camps or centers may also be adapted or converted for this purpose. The Director is authorized to conduct such projects through grants or contracts.

Job Corps—Qualifications of contractors

The House bill required the Director to establish qualifications for contracting organizations to assure they possess the capacity and educational resources to carry out Job Corps programs. The Senate amendment contained no similar provision. The House receded.

Neighborhood Youth Corps

Sections 112 and 113 of the House bill were agreed to by the conferees with minor changes that serve to carry out the intention of the House provisions. These sections clarify the purpose and scope of the Neighborhood Youth Corps, and authorize improvement of the program to provide the combination of work experience and supportive services best suited to achieve the program objectives for disadvantaged youth.

In section 112(a)(2), the word "enrollment" was substituted for the word "participation" in the last sentence of the paragraph as a clarification of intent.

In section 113(a)(1), the conferees agreed to the deletion of the parenthetical phrase "except those in on-the-job training" as not necessary to the sense of the amendment. They also agreed to delete the word, "non-profit", in order to permit the placement of enrollees in training programs conducted by private enterprise in accordance with the intent of both Houses.

The wording of the Senate bill, in the paragraph on enrollees in the program, was accepted substituting the word "enrollment" for the word "participation" as a clarification of intent, and the House accepted.

One other Senate amendment makes it possible to utilize the services of private organizations in pursuit of the purposes of this part.

The conferees accepted the House amendment of the paragraph on Limitation on Federal Assistance that extends 90 percent Federal financing of projects for an indefinite period.

Special impact programs

The Senate amendment established a new program providing employment for youths and adults. The program is similar to the work-training programs of the Neighborhood Youth Corps (except for N.Y.C. age requirement), and other work-training programs of the bill. The Senate bill specified that this program shall be directed to those urban areas having especially large concentrations of low income persons; it has also provided great flexibility in program content and financing.

After years of experience with developing and operating work and training programs, the Department of Labor, which has been delegated administrative responsibility for the Neighborhood Youth Corps, has the staff, resources and capacity for the administration of the program. This program shall be implemented in a manner which assures maximum coordination between the Department of Labor and community action programs approved pursuant to part A of title II of this act.

The conferees included in section 132 a limitation of the Federal share of the impact program cost. The limitation provides for a 10 percent matching for public and private non-profit corporation. Section 132 further provides that where private profit-making organizations are involved in contracts under this impact program that such organizations must be able to contribute at least 10 percent of the capital investment required to carry out the program. The reason for including this limitation on a contract with a private organization is to insure that such organization has the necessary skills and capital to successfully carry out such a program and that such organization not be one that is sometimes known as a "fly-by-night" organization. The conferees further feel that this program is designed to insure that sound business practices are followed when dealing with private organizations.

Community action—Residence of area representatives

Section 202(c)(1) and (2) of the House bill provided that the Director shall not approve a community action program unless the board conducting, administering or coordinating the program contains representatives of various geographical areas in the community who are required to live in the area they represent, or by a board on which representatives of the poor comprise at least one-third of the membership. Sections (3) and (4) provided that representatives of the poor must be selected by residents of poverty areas, and that where substantial numbers of poor reside outside of poverty areas, provision, such as neighborhood meetings,

shall be made for the selection of representatives of such poor. The conferees adopted the House language with the exception that in Section 202(c)(1) and (2) of the Act, a cut-off date of March 1, 1967 was inserted instead of the instantaneous date in the House bill. In addition to the foregoing, the conferees adopted as Section 202 of the Act a new Subsection (d) which requires the Director to establish procedures by which other groups may be represented on Community Action policy boards. No change was made in the language adopted in the House in Section 202(c)(3) and (4) of the act, it having been established that the requirement of at least one-third representation of the poor on the community action board was not intended to apply to any agencies except the so-called "umbrella" agencies and did not require the restructuring of the city councils where those city councils were not acting as "umbrella" agencies, and further did not require the restructuring of any other governmental agency such as school boards, hospital and welfare boards, unless such agencies were attempting to function as "umbrella" agencies. However, in cases such as New York City where there exist broadly representative boards administering multi-purpose community action programs at the community level, such boards shall be subject to such requirements.

Community action—Use of latest data in making allotments

The House bill provided that for the determination of state allotments the Director shall use the "latest calendar or fiscal year data".

The conference substitute amended this provision to read latest "appropriate date".

Community action—Salary limits

The House bill provided that the Director shall require that where an agency pays an employee engaged in carrying out a community action program at a rate in excess of \$12,500 per annum, payment of such excess shall not be made from Federal funds; and any amount paid such employee in excess of \$12,500 per annum shall not be considered as counting toward the local share of matching funds.

The conference substitute changed the Federal share with regard to salary from "in excess of \$12,500 per annum" to "in excess of \$15,000 per annum."

Useful work training for unemployed adults

Section 211(1) of the House bill combined in one section (1) useful work training programs for chronically unemployed adults in, but not limited to, areas of conservation, development or management of natural resources and recreational areas, combined where needed, with educational and training assistance including basic literacy and occupational training, and (2) work training and employment programs for unemployed adults and low income persons in public service and sub-professional occupations involving activities designed to improve the physical, social, economic or cultural condition of the area of community served.

The House managers feel that the employment training opportunities afforded by this section will be of critical importance in areas where there are extreme shortages of public health supporting personnel and substantial numbers of unemployed persons such as in the Appalachian area where local community efforts to sustain the Appalachian Regional Hospitals have encountered extreme difficulties.

The conference substitute provided for these programs in slightly modified form in two distinct sections.

Independently funded community action programs

The House bill provided that of the sums available to carry out sections 204 and 205 of the act, at least 20 percent would be used

for carrying out independently funded community action programs in communities where an overall community action program is concurrently being carried on.

The conference agreed that this House provision would be modified so that: (1) The Director is required to allocate at least 5 percent of the funds available for programs other than Headstart, Legal Services, the Nelson-Scheuer employment programs, health services, narcotics rehabilitation, and emergency family loans, for implementing such independently funded community action programs. (2) The Director is also specifically authorized to allocate at least an additional 5 percent of such funds for implementing such independently funded community action programs. (3) In the expenditure of funds available under this amendment the Director may fund only community action programs other than those enumerated above.

Without regard to the preceding provision, the Senate bill contained a provision requiring the Director to fund independent agencies in predominantly rural areas where he determines that the establishment of a community action agency within a reasonable period of time is not feasible. The Senate bill also contained a provision for the funding of projects of a regional nature. The Senate bill also retained the preference clause set forth in section 211 of the act.

The House accepted these features of the Senate bill.

Administrative, accounting and auditing procedures

The House bill contained several provisions regarding administrative, accounting and auditing procedures, as follows:

(1) Public grantee agencies must submit a statement from an appropriate public financial officer as to the adequacy of the agencies accounting system.

(2) The Director may issue or cause to be issued a preliminary audit survey within 3 months of a grant or contract.

(3) Agencies whose funds have been suspended because of accounting inadequacies must make changes and corrections in their systems.

The Senate amendment provided for similar requirements and requirements regarding personnel, policies and standards.

The conference substitute modified the provisions in both bills, as follows:

(1) Public grantee agencies may also secure the opinion of a CPA or licensed public accountant regarding the adequacy of their accounting system;

(2) The required preliminary audit is to be made within 3 months of the effective date of the grant or contract.

(3) Personnel other than auditors may furnish advice needed to improve accounting procedures.

Allowances for meeting attendance and reimbursement for other expenses

The Senate amendment provided for payment of allowances to persons, other than federal or community action agency employees, for attendance at neighborhood community action program council or committee meetings, and for payment of other expenses necessary for participation in the development, conduct, and administration of community action programs.

The conference substitute amended this provision as follows:

(1) Payments and reimbursements shall be payable for attendance at city-wide community action board meetings;

(2) Payments or reimbursement shall be only to such persons who meet the criteria of being poor;

(3) Payments shall not be made for more than two meetings per month; and

(4) Prohibition against receipt of such payments is extended to State and local governmental employees.

Family planning services

The Senate amendment contained a provision not in the House bill with respect to the carrying out of family planning services as a part of community action programs.

The Senate amendment which was agreed to guaranteed that eligibility for family planning services for the poor will be left entirely to the determination of the local community. Such services must be requested by a local community action agency. No individual will be provided with information, medical services, or supplies unless they are specifically and voluntarily requested. In no event shall such information, assistance or supplies be provided if it is inconsistent with an individual's philosophical, moral or religious beliefs. The use of family planning services cannot be a prerequisite to the receipt of services from or participation in any other programs under the Act.

Community action—Research and demonstration

Section 208 of the House bill reduced the allowable percentage of section 207 funds which can be used for research, demonstration and training projects from 15 percent to 5 percent of the total funds available for title II.

The conference substitute removed the word "training" from section 207 of the act and accepted the Senate version of section 206 so that the reduced funding percentage would apply only to research and demonstration.

Small emergency family loans

The House bill provided an allocation of \$8,000,000 for family emergency loans. The Senate amendment contained no such provision or earmarking of funds.

The conference substitute provided that emergency family loans should be funded under section 206 rather than section 208, thus consolidating with technical assistance and training. Eight million dollars is allocated for this purpose.

Health services

The conference substitute authorized grants or contracts for the development and implementation of comprehensive health services programs.

Narcotics rehabilitation

The House bill provided for the formulation and conduct of programs for the prevention of narcotic addiction and the rehabilitation of narcotic addicts, earmarking \$12,500,000 for this purpose.

The conference substitute incorporated this provision into the comprehensive health services programs.

Although Narcotics Rehabilitation was not specifically earmarked by legislation, the Committee explicitly agreed that no less than \$12,000,000 of the earmarked funds for Health Services programs, or an equivalent proportion of such funds as may be appropriated, be used only for Narcotics Rehabilitation.

Adult basic education

The present act contains a comprehensive program for Federal assistance to provide basic education to adults. The House bill severally amended these provisions. The Senate bill contained no such amendments because the Senate was cognizant of proposed Senate legislation to transfer this entire program to the Office of Education. As a result, the conference substitute combined the essential features of the adult literacy program in section 603 and the provision for special projects in section 218(a) of the House bill into a new section under Title IIA. The function of implementing these specialized adult basic education programs is vested in the OEO Director.

Indian tribes

The House accepted the Senate amendment providing that cooperatives organized and operated by Indian tribes on Indian reservations may receive rural loans.

Title IV—Small business loan program

The bill as passed by the House amended this title to transfer the small business loan program from the Director of OEO to the Administrator of the Small Business Administration. The Senate bill contained no similar transfer provision but amended existing law by specifically authorizing the Director of OEO to make grants to, or contracts with, public or private nonprofit agencies to enable them to provide counseling and management guidance to persons and small business concerns eligible for loan assistance. The Senate bill also contained a specific authorization for funding this grant program. The committee of conference recommended that both the House and Senate amendments be agreed to.

The committee of conference intended that SBA shall fund, administer, and be responsible for the loan program; but that OEO shall fund, administer, and be responsible for the counseling and guidance program.

Work experience

The House bill amended the work experience provisions of title V to establish closer coordination between the Department of Health, Education, and Welfare and the Department of Labor to effect more meaningful work training programs which would be complemented with supportive social services and vocational education.

The Conference substitute differed from the House provision by extending the limit on the duration of work experience and training programs from 24 to 36 months. It also included a new section that provides for the orderly transfer of responsibility for the work training and work experience aspects of these programs to the Secretary of Labor to improve the administration and coordination of manpower programs. Through June 30, 1967, the Secretary of Health, Education, and Welfare is authorized to carry out such programs, and may carry to completion programs begun prior to that date, though in no case may he continue a program beyond June 30, 1968.

Beginning July 1, 1967, the training components of these programs are to be provided by the Secretary of Labor, under part E, of title II of this bill). Subject in each case to the concurrence of the Secretary of Labor, the Secretary of Health, Education, and Welfare may, after June 30, 1967, renew existing programs or provide new programs or parts thereof that the Secretary of Labor is unable to provide after having been given notice and a reasonable opportunity to do so.

Prior to July 1, 1967, the Secretary of Health, Education, and Welfare may utilize the services and facilities available under the manpower development and utilization programs of the Department of Labor for the purpose of carrying out this title and title X (part E) of the Manpower Development and Training Act.

The 80–20 matching requirements shall not become effective until July 31, 1968, because many state legislatures meet only once every 2 years.

Assistant Director for the elderly poor

The Senate bill contained a provision which required the appointment of a new Assistant Director, with the responsibility for conducting investigations and studies to develop programs with respect for the elderly poor, and to make appropriate recommendations regarding the establishment of such programs. The House bill contained no comparable provision.

The conference adopted the Senate amendment.

Liaison and exchange of information

The Senate bill provided for the maximum possible liaison between the Office of Economic Opportunity and other Federal agencies, including the furnishing of information.

The conference amended this provision to

insure that with regard to furnishing information, there shall be a complete and two-way exchange of information between OEO and the other agencies.

Political activities

The House and Senate bills both contained provisions restricting the political activities of OEO employees.

The conference accepted the provision of the Senate bill which provides that employees of community action agencies would be fully subject to the provisions of Section 12 of the Hatch Act prohibiting partisan political activity on the part of employees of State or local agencies whose principal employment is in connection with an activity financed in whole or part by Federal loans or grants.

It also requires that officers and employees of any agency receiving assistance under the Act (other than part C of title I) be treated as employees of State or local agencies for purposes of the prohibitions in the Hatch Act on soliciting funds from other employees for political purposes and using official position to interfere with or affect the result of any election or nomination.

In addition, the Director, after consultation with the Civil Service Commission, is authorized to issue such regulations or impose such requirements as may be necessary or appropriate to supplement the above provisions.

National Advisory Council on Economic Opportunity

The Senate bill contained a provision that revised the section respecting the Advisory Council, as follows:

(1) It shall be composed of 21 members appointed by the President with staggered terms and without regard to civil service laws;

(2) The Director will be an ex-officio member;

(3) Members are to be representative of the public and of appropriate fields of endeavor related to the purposes of the act;

(4) One member of the Advisory Council will be designated Chairman by the President;

(5) The Advisory Council will meet at the call of the Chairman but not less than four times a year.

The duties of the Advisory Council are to advise the Director with respect to policy matters arising in the administration of the act, review the effectiveness and operation of programs under the act, and make recommendations concerning those programs, the elimination of duplication of effort, and the coordination of these programs with other Federal programs. Recommendations by the Advisory Council will include such proposals for change in the Economic Opportunity Act as its members deem appropriate.

Not later than March 31 of each calendar year, the Advisory Council will make a report of its findings and recommendations to the President, who will transmit the report, together with his comments and recommendations to the Congress.

COMPARABILITY OF WAGES

The House bill's wage comparability provision was modified to assure that the rate of compensation of persons employed in carrying out programs under the act be comparable to that either in the area where the program is carried out or in the area of the person's immediately preceding employment. In addition, the Director would be required to assure that compensation be at a rate which is not less than the Federal minimum wage.

The House also accepted a Senate amendment requiring that the Director report to the President for submission to Congress information on persons receiving a salary of \$10,000 or more per year.

COORDINATION OF TRAINING PROGRAMS

Both the House and Senate bill contained provisions requiring greater coordination of government training programs.

The conference committee accepted the Senate version which requires the Director, the Secretary of Labor, the Secretary of Health, Education, and Welfare, and the heads of other agencies concerned, acting through the President's Committee on Manpower, to provide for and take such steps as may be necessary and appropriate to implement the effective coordination of all programs and activities relating to the training of individuals for the purpose of improving or restoring employability. It further provides that the Secretary of Labor, pursuant to such agreements as may be necessary or appropriate shall be responsible for assuring that the Federal-State employment service provides, and develops its capacity for providing, maximum support for Federal training programs. The Secretary of Labor is also directed to obtain from the Secretary of Commerce, the Secretary of Health, Education, and Welfare and the head of any other Federal agency administering a training program information which will facilitate the placement of individuals being trained.

Information—Catalog and dissemination

The House bill required the Director to publish and maintain a current catalog of all Federal programs relating to individual and community improvement, and to make grants to States and communities to establish information centers.

The conference substitute adopted this provision, except that the word "all" before "Federal programs" is stricken to indicate the amendment is intended to assure continued publication of OEO's present catalog and not intended to require with respect to new material duplication of information already published by other Federal agencies.

Limitation on additional supergrades

The House bill contained a provision which limited the number of positions in OEO and its field offices in the classification categories of GS-16, GS-17, and GS-18, to not exceed 1 for every 100 employees.

The conference substitute provided that no additional positions in these classification categories above those now authorized shall be created or filled in fiscal year ending June 30, 1967.

The conference committee recommended that a joint committee comprised of Members of the Senate and of the House shall be convened to investigate and study the OEO administrative operation to determine the numbers of supergrades and consultants necessary to successfully achieve the purpose of this act.

Not later than March 15, 1967, such committee should submit to the Congress a report of its findings, along with any recommendations concerning this section.

Private enterprise participation

The Senate bill provided that the Director or any other Federal department or agency head to which conduct of a program has been delegated shall act to insure that the resources of private enterprise are employed to the maximum feasible extent in Economic Opportunity Act programs. An annual report to Congress on the progress made under the section is required.

Prohibition on assistance to individuals inciting riots

The House bill contained provisions to prohibit assistance under this Act to individuals inciting riots and causing civil disturbances. The Senate amendment had a similar provision.

The conference modified and adopted the House amendment to insure that an indi-

vidual must have been convicted by a Federal, State, or local court of competent jurisdiction, of inciting, promoting or carrying on a riot, or any group activity resulting in material damage to property or injury to persons.

ADAM C. POWELL,
CARL D. PERKINS,
EDITH GREEN,
FRANK THOMPSON,
JOHN H. DENT,
SAM M. GIBBONS,

Managers on the Part of the House.

CORRECTION IN ENROLLMENT OF S. 3488—WASHINGTON METROPOLITAN AREA TRANSIT REGULATION COMPACT

Mr. CELLER. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the Senate concurrent resolution (S. Con. Res. 115) and ask for its immediate consideration.

Mr. Speaker, this is being done to correct an error made by the Clerk in enrolling the bill, S. 3488, which was passed by the House on October 7, 1966.

The SPEAKER. The Clerk will read the Senate concurrent resolution.

The Clerk read as follows:

S. CON. RES. 115

Resolved by the Senate (the House of Representatives concurring), That the President of the United States be, and he is hereby, requested to return to the Senate the enrolled bill (S. 3488) entitled "An Act to grant the consent of Congress for the States of Virginia and Maryland and the District of Columbia to amend the Washington Metropolitan Area Transit Regulation Compact to establish an organization empowered to provide transit facilities in the National Capital Region and for other purposes and to enact said amendment for the District of Columbia"; that upon its return, the action of the Speaker of the House of Representatives and the President pro tempore of the Senate in signing the said bill be deemed to be rescinded; and that in the reenrollment of said bill, the Secretary of the Senate be, and he is hereby, authorized and directed to make the following change, viz: In Section 3 of the engrossed bill, change subsection (a) to read: "To assure uninterrupted progress in the development of the facilities authorized by the National Capital Transportation Act of 1965, the transfer of the functions and duties of the National Capital Transportation Agency (herein referred to as the Agency) to the Washington Metropolitan Area Transit Authority (herein referred to as the Authority) as required by Section 301(b) of the National Capital Transportation Act of 1960 shall take place on September 30, 1967."

The SPEAKER. Is there objection to the request of the gentleman from New York?

Mr. POFF. Mr. Speaker, reserving the right to object, and I shall not object, my understanding, Mr. Speaker, is that what is involved here is simply a ministerial misadventure and that the resolution is necessary simply to give effect to the original intent of the House.

Mr. CELLER. The gentleman is correct.

Mr. POFF. Mr. Speaker, I withdraw my reservation of objection.

The SPEAKER. Is there objection to the request of the gentleman from New York [Mr. CELLER]?

There was no objection.

The Senate concurrent resolution was agreed to.

Motion to reconsider was laid on the table.

CORRECTION OF ROLL CALL

Mr. BUCHANAN. Mr. Speaker, on rollcall No. 359 of October 13, 1966, a quorum call, I am recorded as being absent. I was present and answered to my name.

Mr. Speaker, I ask unanimous consent that the permanent RECORD and Journal be corrected accordingly.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

AUTHORIZING THE BOARD OF REGENTS OF THE SMITHSONIAN INSTITUTION TO NEGOTIATE COOPERATIVE AGREEMENTS GRANTING CONCESSIONS AT THE NATIONAL ZOOLOGICAL PARK TO CERTAIN NONPROFIT ORGANIZATIONS AND TO ACCEPT VOLUNTARY SERVICES OF SUCH ORGANIZATIONS OR OF INDIVIDUALS, AND FOR OTHER PURPOSES

Mr. JONES of Missouri. Mr. Speaker, I move to suspend the rules and pass the bill (S. 3230) to authorize the Board of Regents of the Smithsonian Institution to negotiate cooperative agreements granting concessions at the National Zoological Park to certain nonprofit organizations and to accept voluntary services of such organizations or of individuals, and for other purposes.

The Clerk read as follows:

S. 3230

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) the Board of Regents of the Smithsonian Institution, in furtherance of the mission of the National Zoological Park to provide for the advancement of science and instruction and recreation of the people, is authorized to negotiate agreements granting concessions at the National Zoological Park to nonprofit scientific, educational, or historic organizations. The net proceeds of such organizations gained from such concessions granted under this subsection shall be used exclusively for research and educational work for the benefit of the National Zoological Park.

(b) The Smithsonian Institution is authorized to accept the voluntary services of such organizations, and the voluntary services of individuals, for the benefit of the National Zoological Park.

The SPEAKER. Is a second demanded?

Mr. LIPSCOMB. Mr. Speaker, I demand a second.

The SPEAKER. Without objection, a second will be considered as ordered.

There was no objection.

Mr. JONES of Missouri. Mr. Speaker, S. 3230 authorizes the Smithsonian Institution to negotiate cooperative agreements granting concessions at the zoo.

A recent decision of the Comptroller General held that a nonprofit organization called the Friends of the National Zoological Park could not conduct a coin-operated audio lecture system concession although the proceeds of the concession

were used exclusively for educational purposes at the zoo.

The bill would grant concession privileges to nonprofit organizations at the zoo, the proceeds to be used for research and educational purposes for the benefit of the zoo. It also provides that the zoo may accept voluntary services of the group or individuals.

The concession which provides the audio lecture about zoo exhibits is a device which plays a recording relating to the subject at hand and is very popular. The proceeds would go toward publication of educational literature relating to zoo exhibits, and for zoo research activities.

No money is involved, and this bill would clear up the situation which has existed for some time, but which the Comptroller General rules should be authorized by Congress.

Mr. LIPSCOMB. Mr. Speaker, I think the gentleman from Missouri has adequately explained the bill. There is no money involved. As a result of an investigation or study by the Comptroller General the action is sought. Therefore, I ask the House to pass the bill.

The SPEAKER pro tempore. The question is on the motion of the gentleman from Missouri that the House suspend the rules and pass the bill S. 3230.

The question was taken; and (two-thirds having voted in favor thereof) the rules were suspended and the bill was passed.

A motion to reconsider was laid on the table.

GREEK LOAN OF 1929 SETTLEMENT ACT

Mrs. GRIFFITHS. Mr. Speaker, I move to suspend the rules and pass the bill (S. 1760) to authorize the acceptance of a settlement of certain indebtedness of Greece to the United States and to authorize the use of the payments resulting from the settlement for a cultural and educational exchange program, as amended.

The Clerk read as follows:
S. 1760

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Greek Loan of 1929 Settlement Act".

SEC. 2. The Secretary of the Treasury is hereby authorized to accept a bond from the Kingdom of Greece (hereinafter referred to as "Greece") in the principal amount of \$13,155,921 in settlement of the indebtedness of Greece to the United States under part II of the agreement of May 10, 1929, and under paragraph 1(b) of the Agreement of May 24, 1932. The terms and conditions of such bond shall be those set forth in the agreement between the United States and Greece of May 28, 1964. Upon the delivery of said bond by Greece to the United States, the Secretary of the Treasury is hereby authorized to surrender to Greece all the bonds issued pursuant to part II of the agreement of May 10, 1929, and discharge Greece of its obligations under paragraph 1(b) of the agreement of May 24, 1932.

SEC. 3. The sums paid by Greece to the United States as interest on or in retirement of the principal of the bond issued as provided in section 2 shall be deposited in the Treasury of the United States. Amounts

equivalent to the sums so deposited are hereby authorized to be appropriated for use in financing educational and cultural exchange programs authorized by the Mutual Educational and Cultural Exchange Act of 1961, as amended (22 U.S.C. 2451-2458), in relation to Greece and the people of Greece.

The SPEAKER. Is a second demanded?

Mr. BROYHILL of Virginia. Mr. Speaker, I demand a second.

The SPEAKER. Without objection, a second will be considered as ordered.

There was no objection.

Mrs. GRIFFITHS. Mr. Speaker, S. 1760 would give approval to an agreement signed in 1964 settling a \$12 million loan to Greece authorized by Congress in 1929. The agreement provides full principal repayment and partial payment of interest arrearages. Interest will be at 2 percent. The loan has been in default for many years. However, once Congress approves the settlement, we will begin to collect principal and interest.

The 81 annual repayments of \$329,000 are to be used in financing the United States-Greek exchange program. This program presently costs \$750,000 to operate. The Greek payments will pay for part of this present program. Thus, there will be a saving to the U.S. Government. The Greek payments will also benefit our balance of payments.

The agreement constitutes the most favorable settlement the United States could negotiate; it generally follows the lines of the private dollar bondholders settlement with Greece.

The bill has passed the Senate. It has been unanimously reported by the Ways and Means Committee with a small technical amendment. It would be desirable to take the final steps to bring the settlement agreement into force.

Mr. BROYHILL of Virginia. Mr. Speaker, I recommend favorable action on S. 1760, the Greek Loan of 1929 Settlement Act. There is no objection to this bill, and as the gentlewoman from Michigan pointed out, the Ways and Means Committee was unanimous in recommending favorable action.

This bill legislatively implements a settlement agreement for a loan made by the United States to Greece in 1929. No payments have been made on this loan since the early years of World War II.

Under the terms of the settlement, Greece will repay \$13,155,921, with interest, in 82 annual installments—a total of \$26.7 million. Under the terms of the bill now before the House, the payments by Greece will be deposited in the Treasury, and appropriations of an equivalent amount are authorized for use in financing educational and cultural exchange programs, between the people of the United States and the people of Greece, authorized by the Mutual Educational Cultural Exchange Act of 1961.

Mr. Speaker, this legislation is mutually beneficial to both Greece and the United States. The United States will receive payment on a debt that has been in arrears for a quarter of a century. The Greek Government will thereby be able to strengthen its international credit

standing. The funds made available will enable the people of Greece and the people of the United States to become better acquainted with each other through the cultural exchange programs that Congress authorized 5 years ago.

Mr. Speaker, in view of the unanimous support of the Ways and Means Committee for this legislation and the benefits that will accrue to both the United States and Greece, I urge favorable action by the House.

The SPEAKER. The question is on the motion of the gentlewoman from Michigan that the House suspend the rules and pass the bill S. 1760, as amended.

The question was taken; and (two-thirds having voted in favor thereof) the rules were suspended and the bill was passed.

A motion to reconsider was laid on the table.

FAIR PACKAGING AND LABELING ACT—CONFERENCE REPORT

Mr. STAGGERS. Mr. Speaker, I call up the conference report on the bill (S. 985) to regulate interstate and foreign commerce by preventing the use of unfair or deceptive methods of packaging or labeling of certain consumer commodities distributed in such commerce, and for other purposes, and ask unanimous consent that the statement of the managers on the part of the House be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from West Virginia?

There was no objection.

The Clerk read the statement.

(For conference report and statement, see proceedings of the House of October 14, 1966.)

Mr. STAGGERS (interrupting the reading). Mr. Speaker, I ask unanimous consent that further reading of the statement on the part of the managers be dispensed with.

The SPEAKER. Is there objection to the request of the gentleman from West Virginia?

There was no objection.

Mr. STAGGERS. Mr. Speaker, as a brief explanation of what happened in conference, this is principally the same bill that passed the House a few days ago. We have not changed the context of the bill in any way.

We did make two changes. They are not substantive changes at all.

We moved one part of the bill from the permissive section over to the mandatory section, in the labeling of cups or servings. If they are going to put this on the package, it will be mandatory that they tell what is in it and what they mean by "serving."

The other part of the bill we changed made no substantive change. We added the words "shall" or "there shall be," which was implied in the bill anyway.

Those are the only changes in the bill as it passed the House.

Mr. YOUNGER. Mr. Speaker, will the gentleman yield?

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

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89th-2nd; No. 179

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HIGHLIGHTS: Both Houses received and Senate agreed to conference report on demonstration cities bill including rural-housing amendments. House passed supplemental appropriations bill. House received conference report on food for peace bill. Senate committees reported bills to permit sale of grain storage facilities and to provide separate accounting systems for USDA funds. Senate adopted conference report on poverty bill. Senate concurred in House amendment to disaster relief bill. Senate committee voted to report heliport bill.

HOUSE

1. FOOD FOR PEACE. Received a new conference report on H. R. 14929, the food-for-peace bill, with a modified provision regarding trade with North Vietnam and Cuba (H. Rept. 2304). pp. 26430-6
2. APPROPRIATIONS. Passed with amendment H. R. 18381, the supplemental appropriation bill. See Digest 178 for items of interest to this Department. pp. 26333-60
3. HOUSING LOANS. Received the conference report on S. 3708, the proposed Demonstration Cities and Metropolitan Development Act of 1966, which includes amendments to the rural-housing law (see Digest 176 for provisions)(H. Rept. 2301). pp. 26370-84

4. EDUCATION. Received the conference report on H. R. 13161, to strengthen and improve programs of assistance for elementary and secondary schools (H. Rept. 2309). pp. 26464-7
5. TAXATION. Received the conference report on H. R. 17607, to suspend the investment credit and the allowance of accelerated depreciation in the case of certain real property (H. Rept. 2308). pp. 26367-70
The Ways and Means Committee reported with amendments H. R. 7030, to amend the Internal Revenue Code to allow a farmer a deduction from gross income for water assessments levied by irrigation ditch companies, etc. (H. Rept. 2299). p. 26477
6. WATER FOR PEACE. The Rules Committee reported a resolution for consideration of S. J. Res. 167, to enable the U. S. to hold an International Conference on Water for Peace in the U. S. in 1967. p. 26436
7. COMMITTEE ASSIGNMENTS. Rep. Mackie resigned from the Agriculture Committee and was elected to the Public Works Committee. Several other changes in committee assignments were agreed to. pp. 26436-7
8. INTERGOVERNMENTAL RELATIONS. A subcommittee of the Government Operations Committee approved for full committee action H. R. 17955, the proposed Intergovernmental Relations Act of 1966. p. D1019
9. WATERSHEDS. The Public Works Committee approved various watershed reports. p. D1019

SENATE

10. GRAIN STORAGE. The Agriculture and Forestry Committee reported without amendment H. R. 12360, to permit the sale of grain storage facilities to public and private nonprofit agencies and organizations (S. Rept. 1835). p. 26238
11. ACCOUNTING. The Agriculture and Forestry Committee reported without amendment S. 3699, to require the Department and the Budget Bureau to make a separate accounting of funds requested for the Department of Agriculture for programs and activities that primarily stabilize farm income and those that primarily benefit consumers, business men, and the general public (S. Rept. 1836). p. 26238
12. INTERGOVERNMENTAL RELATIONS. The Government Operations Committee reported without amendment H. R. 15335, to amend the act to establish an Advisory Commission on Intergovernmental Relations in order to make several relatively minor amendments to enable the Commission to function more effectively and to reflect certain changes that have occurred since the statute was enacted in 1959. p. 26237
13. POVERTY. Agreed to the conference report on H. R. 15111, to continue and amend various programs under the Economic Opportunity Act. pp. 26295-8
14. LANDS. The Agriculture and Forestry Committee reported without amendment S. 433, to authorize the Secretary of Agriculture to sell certain land in Lander, Wyo. (S. Rept. 1837). p. 26238

2. Simultaneously with the master plan, preparation of zoning standards.
3. Acquisition of undeveloped property in accordance with the master plan.
4. Acquisition of access strips in front of towns, in accordance with the master plan.
5. Acquisition of developed property, subject to the limitations in the bill.

During these phases of the program, we intend to negotiate options in accordance with section 2(b) of the bill. Depending on the need for the property as shown on the master plan and on the availability of funds at the time, we hope to give special priority throughout the land acquisition program to voluntary offers of sale, especially where a hardship may result to the owner.

Sincerely yours,

A. C. STRATTON,
Acting Director.

Mr. JACKSON. I ask unanimous consent that a statement of support prepared by the senior Senator from Kentucky [Mr. COOPER] be printed at this point in the RECORD.

Without objection, the statement was ordered to be printed in the RECORD, as follows:

STATEMENT OF SENATOR COOPER

I joined in introducing S. 360, and I have spoken in the Senate in support of earlier bills to establish an Indiana Dunes National Lake Shore. I recall the provisions of our Senate bill, and I have followed the consideration and also have noted the differing views about the area to be included.

While I do not serve on the Senate Interior and Insular Affairs Committee, I know the attention given by its members and the Chairman (Senator JACKSON). It is my view that the Dunes and the Lake shore ought to be preserved as a national benefit for the people of our country in this generation and in future generations, and this bill will give the opportunity to preserve this area of natural beauty.

There are only a few areas in the Eastern part of the United States which offer opportunity for enjoyment of such qualities of beauty located near great numbers of our population. If we do not work to preserve them now, future generations in America will not know the natural wonders that have graced our country.

In my own State of Kentucky, we have been fortunate to have areas which we have been able to set aside for preservation and recreation. The Congress has also given its authority and assistance for the establishment of many of these projects and programs.

I know the enjoyment that these great natural areas in Kentucky have brought, and will bring, to our citizens and to those from other states. I know also that we must continue to provide for public works, and for roads and river development and harbor facilities, as our population grows and our industry expands.

As we meet these needs of development and growth, we must also continue to set aside areas such as the Lakeshore. The fight to bring about its establishment as a national preserve has been long, and it has had the support of citizens throughout the country, including many in my State of Kentucky.

I am glad that agreement has been reached between the House and the Senate on legislation which can be enacted into law, and I support the passage of the Indiana Dunes National Lakeshore Bill.

Mr. JACKSON. Mr. President, I move that the Senate concur in the amendment of the House.

The motion was agreed to.

Mr. HARTKE. Mr. President, I move to reconsider the vote by which the Sen-

ate concurred in the amendment of the House.

Mr. JACKSON. Mr. President, I move to lay that motion on the table.

The motion to lay on the table was agreed to.

MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Hackney, one of its reading clerks, announced that the House had passed, without amendment, the following bills of the Senate:

S. 690. An act for the relief of Norman J. Pitman;

S. 1101. An act to provide for the conveyance of certain mineral interests of the United States in 79¹⁸/₁₀₀₀ acres located near Orangeburg, S.C., to Allen E. Dominick, the owner of such property;

S. 1572. An act for the relief of Merritt A. Seefeldt and August C. Seefeldt; and

S. 2500. An act for the relief of James A. Todd, Jr.

The message also announced that the House had passed the following bills, in which it requested the concurrence of the Senate:

H.R. 9339. An act to complement the National School Lunch Act by establishing a special summer lunch program to protect the health and well-being of the Nation's children;

H.R. 12822. An act to authorize the extension of certain naval vessel loans now in existence, and for other purposes;

H.R. 13884. An act to protect the public health by amending the Federal Food, Drug, and Cosmetic Act for the purpose of strengthening and facilitating mutual cooperation and assistance, including training of personnel, in the administration and enforcement of that act and of State and local laws relating to food, drugs, devices, or cosmetics, and for other purposes;

H.R. 14249. An act to extend for 2 years the period for which payments in lieu of taxes may be made with respect to certain real property transferred by the Reconstruction Finance Corporation and its subsidiaries to other Government departments;

H.R. 14323. An act to amend the Vocational Rehabilitation Act to provide a fixed allotment percentage for the District of Columbia;

H.R. 17451. An act to amend titles 10 and 37, United States Code, to authorize certain rank, pay, and retirement privileges for officers serving in certain positions, and for other purposes;

H.R. 17588. An act to amend section 8(g) of the Soil Conservation and Domestic Allotment Act with respect to assignments;

H.R. 17798. An act to provide that a judgment or decree of the District of Columbia court of general sessions shall not constitute a lien until filed and recorded in the Office of the Recorder of Deeds of the District of Columbia, and for other purposes; and

H.R. 18217. An act to provide home leave for Federal seafaring personnel, and for other purposes.

The message further announced that the House had agreed to a concurrent resolution (H. Con. Res. 1039) relating to the enrollment of the bill H.R. 15857, in which it requested the concurrence of the Senate.

HOUSE BILLS REFERRED

The following bills were severally read twice by their titles and referred, as indicated:

H.R. 9339. An act to complement the National School Lunch Act by establishing a

special summer lunch program to protect the health and well-being of the Nation's children; and

H.R. 17588. An act to amend section 8(g) of the Soil Conservation and Domestic Allotment Act with respect to assignments; to the Committee on Agriculture and Forestry.

H.R. 12822. An act to authorize the extension of certain naval vessel loans now in existence, and for other purposes; and

H.R. 17451. An act to amend titles 10 and 37, United States Code, to authorize certain rank, pay, and retirement privileges for officers serving in certain positions, and for other purposes; to the Committee on Armed Services.

H.R. 13884. An act to protect the public health by amending the Federal Food, Drug, and Cosmetic Act for the purpose of strengthening and facilitating mutual cooperation and assistance, including training of personnel, in the administration and enforcement of that act and of State and local laws relating to food, drugs, devices, or cosmetics, and for other purposes; and

H.R. 14323. An act to amend the Vocational Rehabilitation Act to provide a fixed allotment percentage for the District of Columbia; to the Committee on Labor and Public Welfare.

H.R. 14249. An act to extend for 2 years the period for which payments in lieu of taxes may be made with respect to certain real property transferred by the Reconstruction Finance Corporation and its subsidiaries to other Government departments; to the Committee on Government Operations.

H.R. 17798. An act to provide that a judgment or decree of the District of Columbia court of general sessions shall not constitute a lien until filed and recorded in the office of the recorder of deeds of the District of Columbia, and for other purposes; to the Committee on the District of Columbia.

THE WAR ON POVERTY—CONFERENCE REPORT

Mr. CLARK. Mr. President, I submit a report of the committee of conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H.R. 15111) to provide for continued progress in the Nation's war on poverty. I ask unanimous consent for the present consideration of the report.

The PRESIDING OFFICER (Mr. MUSKIE in the chair). The report will be read for the information of the Senate.

The legislative clerk read the report.

(For conference report, see House proceedings of Oct. 17, 1966, pp. 26050-26058, CONGRESSIONAL RECORD.)

The PRESIDING OFFICER. Is there objection to the present consideration of the report?

There being no objection, the Senate proceeded to consider the report.

Mr. CLARK. Mr. President, I would like to make a brief statement concerning the conference report on H.R. 15111, the Economic Opportunity Amendments of 1966.

This conference report is a compromise bill which was arrived at not without some difficulty. The conference committee had to resolve 63 separate substantive differences between the House and Senate versions.

Of these 63 differences, only 6 represented differing versions of provisions contained in both bills. There were 20 amendments in the Senate bill, 18 of which were accepted by the House con-

feres with only a few modifications. The House bill contained 37 amendments, 35 of which appear in the same or slightly altered form in the conference bill.

Mr. President, it is a tribute to all the members of the conference committee, on both sides of the aisle and in both bodies that these 63 issues were amicably resolved. I note for the RECORD that only one record vote needed to be taken during 4 days of deliberation.

I suspect that is something of a record, considering the controversial nature of the poverty program and the fact that the Economic Opportunity Act has become the political football of 1966. I wish to thank my Senate and House colleagues for their cooperation.

Like both the House- and Senate-passed bills, the measure reported by the conferees is within the President's budget, authorizing a total appropriation of \$1.75 billion. However, some comment is perhaps warranted concerning a few features of this measure.

EARMARKING OF FUNDS

The House bill included a number of provisions requiring that of the amounts authorized for certain titles, "not less than" certain specified sums be used only for specific programs, such as Headstart, legal services and adult work training and employment programs. The Senate bill earmarked within the titles of the act only Headstart. The form of the House earmarking provisions was such that appropriation cuts could be directed exclusively to unearmarked programs. Under the bill agreed to by the conferees, all programs in the bill are placed under an authorization format so that all may be considered on equal terms in the appropriations process so far as any possible reductions are concerned. The Director of OEO would also retain his existing authority to transfer funds among titles, although the conferees expressed the desire that this not be used to increase the amounts allowed for the Job Corps.

AUTHORIZATIONS

For title I programs, the conference committee has authorized an appropriation of \$696 million, the same amount provided in the House bill. However, the funds provided for this title would be allocated in a somewhat different manner. The Senate bill had authorized the establishment of special impact programs to attack the critical problems existing in urban areas having the greatest concentrations of poverty. The conferees believe that the need for these programs is apparent, and accordingly the committee authorized \$75 million for their conduct during the fiscal year 1967. The amount authorized for the Neighborhood Youth Corps would be reduced from the \$496 million provided in the House bill to \$410 million, and the amount provided for the Job Corps would be \$211 million rather than \$200 million as authorized in the House passed measure. The conference committee believes that this distribution of funds in title I is reasonable and well balanced in terms of existing needs and considering the limited authorization contained in both the House and Senate versions of \$1.75 billion for the entire act.

For title II programs, the conference bill provides \$846 million, as compared with \$832 million provided in the House bill and \$944 million in the Senate bill. The distribution of funds within title II is similar to that provided in the House bill. The conference bill does however, authorize the expenditure of \$61 million in fiscal 1967 for neighborhood health centers or similar neighborhood-based, family oriented, comprehensive health service programs including narcotic rehabilitation. These health centers were provided for in the Senate bill, and in the opinion of the conferees, the authorization for them is clearly justified.

LIMITATIONS ON FEDERAL ASSISTANCE

The House bill and Senate bill differed in their handling of prescribed ratios of Federal assistance for various programs.

The Senate bill provided for a 1-year extension of current 90 percent funding authority for various programs including Neighborhood Youth Corps and community action. The House bill established a permanent ratio of 90-10 for the Neighborhood Youth Corps and required 80-20 matching of community action programs beginning in fiscal year 1968. The bill agreed to by the conferees follows the pattern of the House bill.

With respect to community action, the Senate conferees were persuaded to accept 80-20 matching because of the very broad discretion which the Director has to establish a matching ratio above that specified in the act where he finds that a higher ratio is required in furtherance of the purposes of the community action program.

Mr. President, there are one or two matters with respect to which it seems desirable to make legislative history. In that regard my colleague, the senior Senator from New York [Mr. JAVITS], who is the ranking Republican member of the Subcommittee on Employment, Manpower, and Poverty, which processed the bill, and the ranking minority Senate conferee, has indicated he has a point or two which he would like to develop.

I would suggest that we deal first with a matter in which he is very much interested, which has to do with the rioting provision.

Mr. JAVITS. Mr. President, will the Senator yield?

Mr. CLARK. I yield to the Senator from New York.

Mr. JAVITS. Could the Senator from Pennsylvania enlighten us on a problem involving the language in the antiriot provision which was added to the bill on the floors of the House and Senate? I would like to clarify the phrase "any group activity resulting in material damage to property or injury to persons, found to be in violation of Federal, State, or local laws designed to protect persons or property in the community concerned."

I am sure I know of the intention of the Congress in this regard, but I think it is essential that it be placed on the RECORD. Could this provision cover such matters as street fights in which someone gets hurt?

Mr. CLARK. I do not construe the language in that way. I think the conference committee has done a great deal to minimize the legal problems which

bristled in the original amendments. It clearly was the intent of the committee to limit the impact of the provision to those convicted of inciting, promoting, or carrying on the kind of group action which leads to serious disorders disrupting the maintenance of general law and order. It certainly does not have to do with ordinary breaches of the peace and disorderly conduct even where they lead to property damage or personal injury. Let me add that the group activity language was substituted for the House bill's phrase "civil disturbance" because, as was pointed out during the original Senate debate, nobody knows what a civil disturbance is. Even the Department of Justice has been unable to define it. On the other hand, the conferees did not limit the provision to rioting alone, because that is a crime which is very rarely prosecuted, even when the world recognizes that a riot has in fact taken place. But it is that kind of problem to which the provision is addressed.

I would like to state for the record that I was totally opposed to the provision, as was the Senator from New York [Mr. JAVITS], but the provision was voted for by both bodies.

Mr. JAVITS. Mr. President, will the Senator yield further?

Mr. CLARK. I yield.

Mr. JAVITS. I will forgo asking other questions, because I see the Senator from Michigan [Mr. HART] is present, but I would like to pursue this particular matter. I wish to confirm what the Senator from Pennsylvania has said. We were both opposed to the antiriot provision.

With respect to the words "found to be in violation of," contained in the amendment added on the floor, would the Senator from Pennsylvania [Mr. CLARK] agree that the intention of these words is that there should be a finding which is judicial and that that finding is to be made by some court which is concerned with the act in question, rather than putting on the Office of Economic Opportunity the burden of trying such cases?

Mr. CLARK. The Senator is correct. There is a requirement that there shall be a conviction by a Federal, State, or local court of competent jurisdiction before the provisions are applied.

Mr. JAVITS. I thank the Senator from Pennsylvania.

Mr. CLARK. I yield now to the Senator from Michigan [Mr. HART].

Mr. HART. Mr. President, I thank the Senator from New York for permitting me to raise these questions. He and I have reviewed the matter, and have exchanged expressions of concern with respect to the clarification we hope to develop through this series of questions.

I note that the Senate conferees accepted the House provision providing that assistance to community action programs after July 1, 1967, shall not exceed 80 percent of the cost of those programs. I wonder whether the Senator from Pennsylvania believes that local communities will be able to raise the 20 percent matching share called for.

I know that in some communities in some States—and, indeed, perhaps in Michigan—there has been difficulty ex-

perienced in meeting the 10-percent requirement under the present law.

Mr. CLARK. The point that the Senator makes was in the minds of the Senate conferees in accepting the House provision on this point. We were persuaded to do so because section 208(a) of the Economic Opportunity Act gives the Director a very broad discretion to issue regulations relieving local communities of all or part of the matching share requirements. The conferees believe that some communities ought to be able to raise a 20-percent matching share by next July. They also recognize that a great many communities will not be able to do so. I think it is fair to say that this move from 90 to 80 percent would not have been agreed to except for the Director's very broad discretion to waive the matching requirement where it is in the best interests of the program.

Let me add that there is also going to be a problem of transition next July. Here, too, the Director's discretionary authority will have to be liberally used to ease the transition and deal fairly with communities that will be applying for funds during the periods before and after July 1, 1967.

Mr. HART. I am happy, and less apprehensive, to learn that there is this discretion available. I would add my caution to that just voiced by the manager of the conference report with respect to the problem of transition next July.

Mr. President, I have only two questions remaining. The first is to get clearly in mind the meaning of a new subsection—I believe it is section 203 of the conference bill—which requires that by March 1 of next year, community action program boards must insure that at least one-third of their membership consists of representatives of the poor.

There are very many successful Upward Bound and Headstart programs that have been conducted by colleges and school boards in many areas of our country. It is hard for me to believe that those educational institutions would change their laws and rules concerning membership on their boards in order to comply with this provision of the bill, requiring one-third of the membership to be representatives of the poor.

I ask the manager of the report how we should react to this problem.

Mr. CLARK. Mr. President, I want to assure my colleague that there is no intention that this provision should apply to that type of agency. The representation of the poor, we all agree, is important in the case of the boards of overall community action agencies and grassroots neighborhood agencies. However, colleges, school boards, and other agencies running what might be called specialized single-purpose programs such as Upward Bound or Headstart are an entirely different matter. They will not be barred from participating in this program as direct grantees, nor do we expect them to reorganize their boards in response to these new requirements, which apply only to the umbrella and grassroots agencies. I hope that clarifies the matter.

Mr. HART. That is reassuring, indeed. My last question, Mr. President, deals with section 209 of the conference bill and the independent funding provisions therein found.

To what base does the 5-percent ratio apply, and to what kind of programs does it have reference?

Mr. CLARK. My colleague may recall that the Senate bill had language on independent funding but it was not specifically directed to communities which already have "umbrella" type community action agencies, as was the House bill. The language used here draws from both bills but preserves the House idea that at least a certain amount of title II funds should be granted for programs outside of, but alongside of, regular community action agency programs. The required percentage is now 5 percent of the so-called versatile CAP funds; that is, the funds not specifically authorized for Headstart, legal services, the Nelson and Scheuer amendments, and other title II programs which have their own specific authorization amounts.

The independently funded programs could include single or multicomponent community action programs. They could include special local programs to demonstrate new ideas or to train people. This provision will assure that there will be more opportunities for public and private nonprofit agencies, many of which have long been engaged in helping the poor, to develop programs of limited scope which can be funded directly rather than through local umbrella agencies. Yet the provision is sufficiently limited to preserve the basic approach of coordinated programs under umbrella agencies.

Mr. HART. Mr. President, section 209, as I read it, requires that at least 5 percent of the applicable funds be used for these independently funded programs, and that another 5 percent may also be used in the same way.

Are we talking, then, in effect, about a 10-percent limit?

Mr. CLARK. Well, I think there was no intention to impose a ceiling. The Director of OEO can spend more on independent programs if he wishes. The intent was to require 5 percent and encourage another 5 percent, not to impose a ceiling. OEO has always made some independent grants, such as Upward Bound, in communities where there already were overall community action programs. The conference did not intend an upper limit on this type of grant.

Mr. HART. Mr. President, on this intensely controversial proposal, I thank the manager of the Senate conferees and the conferees themselves for returning to the Senate what I believe is as sound a resolution of this debate as anyone could reasonably have expected.

Mr. CLARK. I thank my friend from Michigan for his helpful questions.

Mr. JAVITS. Mr. President, will the Senator yield?

Mr. CLARK. I yield to the Senator from New York.

Mr. JAVITS. I shall be very brief. I merely wish to observe that there is a paragraph in the report of the man-

agers on the part of the House, found at page 26059 of the RECORD of October 17, 1966, which deals with the administration of the special impact program, of which the junior from New York [Mr. Kennedy] and I were the authors.

Both of us have the feeling that we rather favor the concept taken by the managers on the part of the House, who call attention to the special talent and expertise of the Department of Labor in similar programs. I do not know that the manager of the bill has any strong feeling on this point; if he does, I should be interested to hear it.

Mr. CLARK. If the Senator will yield, even though the Department of Labor is better qualified to handle the special impact program than the Director of OEO, the responsibility under the law for all economic opportunity act programs rests with the Director of the OEO even though delegation is recommended.

Mr. JAVITS. The responsibility rests with OEO in the sense that the authority and money are given to the OEO, although that does not prevent the delegation of the operation of the program. The bill itself does provide for maximum coordination with community action programs, in any case.

I wish only to underline the fact that Senator KENNEDY and I, as the authors of the program, believe that this would be a program very closely linked with both the departments.

Mr. CLARK. I quite agree with the Senator from New York. This is a brand new program. I should like to have his confirmation that this new program like all of the programs under the Economic Opportunity Act, even those which are delegated is the responsibility of the Director of OEO even though it may be delegated to the Department of Labor which does have some expertise in this area.

Mr. JAVITS. Before I say "Yes" to that—and the answer is yes—I wish to point out that the Director of OEO could, in any case, go as far as he wanted to, under the terms of the bill, in cooperating and joining resources with the Department of Labor.

Mr. President, I underline for myself—and I am sure the junior Senator from New York feels the same way—my in-that—and the answer is "Yes"—I wish to rest in obtaining the advantage of the expertise and capabilities of the Department of Labor in this new program in which both my colleague and I have a deep interest.

Mr. President, the Senator from Pennsylvania [Mr. CLARK] has handled this matter magnificently. He really had a very difficult and trying time.

This conference was one of the toughest conferences in which I have ever participated.

The entire Senate should be grateful to the Senator for the fine capacity he evidenced in handling the matter.

Mr. CLARK. Mr. President, I thank my friend for his typical exercise in what is known as Senatorial courtesy.

The PRESIDING OFFICER. The question is on agreeing to the conference report.

The report was agreed to.

Mr. THURMOND. Mr. President, I would like the RECORD to show that I voted against the passage of this measure.

Mr. CLARK. Mr. President, I move to reconsider the vote by which the conference report was agreed to.

Mr. JAVITS. Mr. President, I move to lay that motion on the table.

The motion to lay on the table was agreed to.

AMENDMENT OF TITLE X, UNITED STATES CODE, RELATING TO INSTRUCTION OF CERTAIN ALIENS IN THE SERVICE ACADEMIES

Mr. INOUE. Mr. President, I ask that the Chair lay before the Senate a message from the House on S. 3887.

The PRESIDING OFFICER laid before the Senate the amendment of the House of Representatives to the bill (S. 3887) to amend title 10, United States Code, to permit persons from countries friendly to the United States to receive instruction at the U.S. Military Academy, the U.S. Naval Academy, and the U.S. Air Force Academy, and for other purposes, which was, to strike out all after the enacting clause and insert:

(a) Notwithstanding any other provision of law, upon designation by the President, the Secretary of the Army, the Secretary of the Navy, and the Secretary of the Air Force, respectively, may permit persons from foreign countries to receive instruction at the Military Academy, the Naval Academy, and the Air Force Academy.

(b) A person may not be admitted to an Academy for instruction under this Act unless his country at the time of his admission is assisting the United States in Vietnam by the provision of manpower or bases.

(c) Not more than four persons may receive instruction under this Act at any one Academy at any one time.

(d) No person may be admitted to an Academy under this Act after October 1, 1970.

(e) A person receiving instruction under this Act is entitled to the pay, allowances, and emoluments of a cadet or midshipman appointed from the United States and from the same appropriations.

(f) Except as the Secretary determines, a person receiving instruction under this Act is subject to the same regulations governing admission, attendance, discipline, resignation, discharge, dismissal and graduation as a cadet or midshipman appointed from the United States. However, a person receiving instruction under this Act is not entitled to an appointment in the Armed Forces of the United States by reason of his graduation from an Academy.

(g) A person receiving instruction under this Act is not subject to section 4346(d) of title 10, United States Code.

Mr. INOUE. Mr. President, I move that the Senate concur in the amendment of the House.

The motion was agreed to.

DISAPPOINTMENT OF FEDERAL EMPLOYEES IN NEW JERSEY ON VETO OF AMENDMENTS TO FEDERAL EMPLOYEES GROUP LIFE INSURANCE ACT OF 1954 (H.R. 6926)

Mr. KUCHEL. Mr. President, the distinguished senior Senator from New Jersey [Mr. CASE] is unavoidably detained

in his State. I ask unanimous consent to have printed in the RECORD a short statement prepared by him and sundry correspondence.

There being no objection, the statement and correspondence were ordered to be printed in the RECORD, as follows:

STATEMENT BY SENATOR CASE

Both Houses of the Congress recently passed legislation designed to amend the Federal Employees Group Life Insurance Act of 1954 to bring the act more in line with present conditions.

Since then the President has dealt a severe blow to the morale of Federal employees by vetoing the amendments.

The Legislative Director of the New Jersey Federation of Postal Clerks, Benjamin B. Warsaw, recently wrote to the President about the feelings of Federal employees in my own State of New Jersey. At the request of Mr. Warsaw, I would like at this time to have printed in the RECORD a copy of Mr. Warsaw's letter to the President and a copy of his letter to me.

"SEPTEMBER 27, 1966.

"Hon. CLIFFORD P. CASE,
"U.S. Senate,
"Senate Office Building,
"Washington, D.C.

"DEAR SENATOR CASE: I am enclosing a letter to President Lyndon B. Johnson, in behalf of the Executive Board of the New Jersey Federation of Postal Clerks, and all postal clerks in New Jersey. I request that you have this letter inserted in the CONGRESSIONAL RECORD.

"It would be appreciated, if you can contact members of the Senate Post Office Committee, on the possibility that the Senate can override the President's veto.

"Senator CASE; postal employees in New Jersey are not happy. We are disgusted and rightly so, with paltry pay raises, little or no fringe benefits. Congress has failed the postal employee, in time of need. We need help. Next year may be too late.

"Sincerely

"BENJAMIN B. WARSAW,
"Legislative Director, New Jersey Federation of Postal Clerks.
"CLIFTON, N.J."

"CLIFTON, N.J.,
"September 28, 1966.

"Mr. LYNDON B. JOHNSON,
"President of the United States,
"The White House,
"Washington, D.C.

"DEAR PRESIDENT JOHNSON: Federal employees in New Jersey, and in particular, the thousands of Postal Clerks, that I represent, are sadly disappointed in learning that amendments to the Federal Employees Group Life Insurance Act of 1954, (H.R. 6926) was vetoed by you.

"We are living in a time of constant change. We must make changes in order to progress, to move ahead today, not tomorrow. We are living with an Insurance Act, that has not been amended, since its inception in 1954, to keep up with the changing times in a changing world.

"Federal employees, despite 5 pay raises within the past 6 years, are not moving forward, with the rest of the nation, the neighbor next door, or the victims of poverty that have been able to progress to new heights.

"'Inflationary', 'recession', 'depression', 'wait til next year', 'war in Viet Nam', 'full comparability', 'pay reform', 'cannot be justified', 'far beyond my recommendation', 'wage guide-lines', '3.2%', and 'for the good of the nation', are all reasons given by you, to deny us more than is offered to us. These are words and phrases that have run its due course.

"We are the 'forgotten people' of the nation. We are denied the benefits of fair and

honorable legislation. The Executive Board of the New Jersey Federation of Postal Clerks, firmly believes that the Federal employee, long recognized by you as a dedicated, loyal and faithful civil servant, serving the nation that he is proud of, has suffered, due to the fact that we have comparability in name, but not in fact.

"We hear that wages in the Post Office are comparable to those paid in private industry. There is no position in private industry that compares with those of Postal employees,—delivering mail, driving Postal vehicles, distributing mail, selling stamps, answering complaints and rectifying them for the benefit of the public, and many other duties.

"Recently, the United Parcel Service, placed advertisements in daily newspapers in the North Jersey area. I am enclosing this advertisement in order you can see, that Postal employees, a skilled technician, called on to do various duties, is far from reaching comparability.

"The starting rate for delivery driver—United Parcel Service is \$2.85 per hour. It rises to \$3.25 per hour after probationary period.

"In the Postal Service, an employee in Level 4—step 4, earns \$2.82 per hour. He receives \$3.24 per hour in step 9. A new employee in Level 4—step 1, earns \$2.56 per hour, which is 29 cents per hour less than the earnings of a delivery driver at United Parcel Service.

"We look to you for guidance and direction. Direction that will put Postal employees, back on the road to economic recovery. We need more pay, more insurance, more health benefit contributions from the Government, to enable us to lift ourselves out of Government imposed pockets of wage guide—line poverty.

"We are aware of the problems that you face everyday as President of this great nation. However, we hope that as time goes on, you will help us solve our problems, minor to some, major to us.

"Mr. Johnson; the veto of this much needed legislation, adds greatly to the low morale, that has caused constant unrest amongst Postal employees, thus causing Postal Unions at recent conventions, to consider for the first time the possibility, of dropping the "no strike clause" from their constitutions.

"Recently, the Executive Board of the New Jersey Federation of Postal Clerks, in its Labor Day message, stated the following:

"The critical condition of the United States Postal Service is a matter of public record. There is an increasing awareness throughout the country of the urgent need for revision of policies, affecting the employee and the mailer. Daily events continue to confirm the urgency of immediate action on the part of the Post Office Department, the Congress and the President to move forward, to correct conditions that have made postal employees, in the nation, restive.

"All employee postal unions, recently assembled in convention, discussed the possibility or removing the 'no strike clause' from their union constitutions. Postal employees are first class citizens and deserve first class treatment. Because postal employees are forbidden to strike, it is incumbent upon the Post Office Department, the Congress and the President, to give us a little more consideration.

"In 1935, the right of workers, employed in private industry, to organize and bargain collectively was written into federal law. Federal employees gained that right, partially, 27 years later, when President Kennedy issued Executive Order 10988, in January 1962. It was a half of a loaf.

"The recent measly pay raise granted to federal employees, will go down in history as a cruel joke, played on dedicated servants. We can go on, and on and on, but time is short and precious.

DIGEST of Congressional Proceedings

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE
WASHINGTON, D. C. 20250
OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U. S. DEPARTMENT OF AGRICULTURE

OFFICE OF BUDGET AND FINANCE
(FOR INFORMATION ONLY;
NOT TO BE QUOTED OR CITED)

Issued Oct. 21, 1966
For actions of Oct. 19th (Cont'd) &
Oct. 20; 89th-2nd; No.181

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HIGHLIGHTS: Senate passed supplemental appropriation bill. House agreed to conference report on demonstration cities bill, which includes rural-housing amendments. House agreed to conference report on poverty bill. Senate passed bill to authorize assignment of ACP payments.

HOUSE--OCTOBER 20

1. HOUSING LOANS. Agreed to, 142-126, the conference report on S. 3708, the proposed Demonstration Cities and Metropolitan Development Act of 1966, which includes various amendments relating to rural housing. This bill will now be sent to the President. pp. 26998-012
2. POVERTY. Agreed to, 170-109, the conference report on H. R. 15111, to extend and amend various programs under the Economic Opportunity Act. This bill will now be sent to the President. pp. 27013-39

3. APPROPRIATIONS. Agreed to the conference report on H. R. 18119, the State, Justice, and Commerce appropriation bill. pp. 27040-1
Received the conference report on H. R. 14745, the Labor-HEW appropriation bill (H. Rept. 2331). pp. 27051-4
4. RIVERS-HARBORS; FLOOD CONTROL. Agreed to, 261-0, the Senate amendments to H. R. 18233, the rivers-and-harbors and flood control bill. This bill will now be sent to the President. pp. 27041-9
5. WHEAT. The Daily Digest says the House committee reported S. 3550, to provide for issuance by the Secretary of Agriculture of a 25-cent-per-bushel marketing certificate on wheat for the 1967, 1968, and 1969 crops (H. Rept. 2329).
6. EDUCATION. The Daily Digest states that the House agreed to, 185-76, the conference report on H. R. 13161, to provide additional aid for elementary and secondary schools, thus clearing the bill for the President. p. D1030
7. TARIFF. The Daily Digest states that the House agreed to the conference report on H. R. 11216, to amend the description and treatment of articles assembled abroad from U. S. products, thus clearing the bill for the President. p. D1031
8. TAXATION. The Daily Digest states that the House agreed to, 161-76, the conference report on H. R. 17607, regarding investment credit and allowance of accelerated depreciation. p. D1031

HOUSE--OCTOBER 19, CONTINUED

9. CONGRESSIONAL REORGANIZATION. Rep. McClory recommended use of automatic data processing in Congress for budgetary data, legislative history of bills, digest of bills, etc. pp. 26787-8
10. ELECTRIFICATION. Rep. Anderson, Tenn., deplored the "failure of the 89th Congress to take constructive action to provide for the growing financial needs of our rural electrification cooperative systems." p. 26797
11. SOIL CONSERVATION. Rep. Leggett commended the work of SCS. p. 26805

SENATE--OCTOBER 20

12. APPROPRIATIONS. Passed with amendments H. R. 18381, the supplemental appropriation bill (pp. 26866-83). Agreed to an amendment by Sen. Young, N. Dak., to limit to \$500,000 funds for various aspects of the poverty program (p. 26874). Senate conferees were appointed (p. 26883) and the "Daily Digest" states that House conferees were appointed (p. D1031).
The "Daily Digest" states that the conference report on H. R. 18119, the State, Justice, and Commerce appropriation bill, was adopted and cleared for the President. p. D1029
13. RIVERS-HARBORS; FLOOD CONTROL. Passed, with an amendment in the nature of a substitute bill, H. R. 18233, the rivers-and-harbors and flood-control bill. pp. 26885-96
14. RESEARCH. The "Daily Digest" states that the "Senate concurred in House amendment (with amendments) to S. 1674, authorizing Secretary of the Interior to

amendments thereto, and the explanation that I gave to the House respecting the reasoning behind my numerous objection, I am pleased to announce to the House that the matters which I considered in difference between this body and the other body in the field of private legislation, specifically covering 37 private legislation bills, have been resolved. This is to advise the Members of the House that the white flag is now flying in the other body.

I have been advised by the majority leader of the other body that the Senate will act tomorrow on the 37 House bills the rescue of which was the object of my actions.

May I say, Mr. Speaker, with respect to the House bills and the authors identified thereby, which were being summarily held up in the other body, there were some 13 bills of Members on this side of the aisle and some 24 bills of Members on the other side of the aisle. Bills introduced by Mr. GIBBONS, Mr. GALLAGHER, Mr. FASCELL, Mr. McCORMACK, the Speaker, Mr. MADDEN, Mr. HELSTOSKI, Mr. STEPHENS, Mr. PEPPER, Mr. FULTON, Mr. FUQUA, Mr. WELTNER, Mr. GRIDER, Mr. BENNETT, Mr. POLANCO-ABREU, Mr. CONTE, Mr. MOORE, Mr. GURNEY, Mr. SMITH of New York, Mr. TEAGUE of California, Mr. HOSMER, Mr. POFF, and Mr. CRAMER among others were being dealt with unfairly in the other body.

I felt, in the interest of fair play and the interest of seeing to it that the other body kept its agreement which its conferees had made with the House conferees on another subject respecting these bills, that it was necessary that I for a moment display the power of a single Member of the House actually has in order to put the full burden upon the other body and bring to the attention of the Members of the House that their bills were not being dealt with fairly by the other body.

Mr. Speaker, I withdraw my reservation.

The SPEAKER. Is there objection to the request of the gentleman from New York?

There was no objection.

The Clerk read the Senate bill, as follows:

S. 3254

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the catchline and first paragraph of section 2072 of title 28 of the United States Code are amended so as to read as follows:

"§ 2072. Rules of civil procedure

"The Supreme Court shall have the power to prescribe by general rules, the forms of process, writs, pleadings, and motions, and the practice and procedure of the district courts and courts of appeals of the United States in civil actions, including admiralty and maritime cases, and appeals therein, and the practice and procedure in proceedings for the review by the courts of appeals of decisions of the Tax Court of the United States and for the judicial review or enforcement of orders of administrative agencies, boards, commissions, and officers."

SEC. 2. Sections 2073 and 2074 of title 28 of the United States Code are repealed, but their repeal shall not operate to invalidate or repeal rules adopted under the authority of one of those sections prior to the enactment of this Act, which rules shall remain in

effect until superseded by rules prescribed under the authority of section 2072 of title 28 of the United States Code as amended by this Act.

SEC. 3. Item 2072 in the analysis of chapter 131 of title 28 of the United States Code, appearing immediately preceding section 2071 thereof, is amended so as to read as follows:

"Sec. 2072. Rules of civil procedure.", and items 2073 and 2074 are stricken from such analysis.

SEC. 4. Section 11 of the Act of December 29, 1950 (ch. 1189, 64 Stat. 1132; 5 U.S.C. 1041), is repealed, but its repeal shall not operate to invalidate or repeal rules adopted under the authority of that section prior to the enactment of this Act, which rules shall remain in effect until superseded by rules prescribed under the authority of section 2072 of title 28 of the United States Code as amended by this Act.

SEC. 5. (a) The first sentence of subsection (a) of section 2112 of title 28 of the United States Code is amended to read as follows: "The rules prescribed under the authority of section 2072 of this title may provide for the time and manner of filing and the contents of the record in all proceedings instituted in the courts of appeals to enjoin, set aside, suspend, modify, or otherwise review or enforce orders of administrative agencies, boards, commissions, and officers."

(b) The first sentence of subsection (b) of section 2112 of title 28 of the United States Code is amended by striking out the phrase "the said rules of the court of appeals" and striking out the phrase "the rules of such court" and inserting in lieu of each of such phrases the phrase "the rules prescribed under the authority of section 2072 of this title".

(c) The amendments of section 2112 of title 28 of the United States Code made by this Act shall not operate to invalidate or repeal rules adopted under the authority of that section prior to the enactment of this Act, which rules shall remain in effect until superseded by rules prescribed under the authority of section 2072 of title 28 of the United States Code as amended by this Act.

With the following committee amendment:

On page 2, line 19, strike out "Section 11 of the Act of December 29, 1950 (ch. 1189, 64 Stat. 1132; 5 U.S.C. 1041), is" and insert in lieu thereof "Section 2352 of title 28 of the United States Code and item 2352 in the analysis of chapter 158 of title 28 of the United States Code, are".

The committee amendment was agreed to.

The bill was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

SAMUEL C. NEIBURG

Mr. CELLER. Mr. Speaker, in view of the breaking of the logjam, I ask unanimous consent for the immediate consideration of the bill (S. 1661) for the relief of Samuel C. Neiburg.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from New York?

There was no objection.

The Clerk read the Senate bill, as follows:

S. 1661

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the

Secretary of the Treasury is authorized and directed to pay, out of any money in the Treasury not otherwise appropriated, to Samuel C. Neiburg, of Saint Albans, Vermont, the sum of \$4,150.96, in full settlement of all his claims against the United States for compensation for the overtime hours he performed as a member of the customs patrol of the Department of the Treasury, during the period from September 28, 1931, through August 31, 1938, while he was serving as a United States customs inspector at the Alburg, Vermont, office: *Provided*, That no part of the amount appropriated in this Act in excess of 10 per centum thereof shall be paid or delivered to or received by any agent or attorney on account of services rendered in connection with this claim, and the same shall be unlawful, any contract to the contrary notwithstanding. Any person violating the provisions of this Act shall be deemed guilty of a misdemeanor and upon conviction thereof shall be fined in any sum not exceeding \$1,000.

The bill was ordered to be engrossed and read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

CORRECTION OF ROLLCALLS

Mr. McDOWELL. Mr. Speaker, on rollcalls No. 387 and No. 388, today, quorum calls, I am recorded as absent. I was present and answered to my name. I ask unanimous consent that the permanent RECORD be corrected accordingly.

The SPEAKER. Is there objection to the request of the gentleman from Delaware?

There was no objection.

ECONOMIC OPPORTUNITY AMENDMENTS OF 1966—CONFERENCE REPORT

Mr. PERKINS. Mr. Speaker, I call up the conference report on the bill (H.R. 15111) to provide for continued progress in the Nation's war on poverty, and ask unanimous consent that the statement of the managers on the part of the House be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Kentucky?

There was no objection.

Mr. PERKINS. Mr. Speaker, I ask unanimous consent that the reading of the statement of the managers on the part of the House be dispensed with, inasmuch as the conference report and statement have been printed in the RECORD.

The SPEAKER. Is there objection to the request of the gentleman from Kentucky?

There was no objection.

(For conference report and statement, see proceedings of the House of October 17, 1966.)

The SPEAKER. The gentleman from Kentucky is recognized for 1 hour.

Mr. PERKINS. Mr. Speaker, I yield such time as he may consume to the distinguished gentleman from Florida [Mr. GIBBONS], the author of the bill, for an explanation of the conference report.

Mr. GIBBONS. Mr. Speaker, this conference report has been printed in the RECORD since Tuesday. I hope by

this time all Members have had adequate time to examine it. This was a very difficult conference. It took place over a period of almost a week, resulting in 6 or 7 meetings of the conferees in an attempt to resolve some 53 rather major differences between the House and Senate bills. Now, of course, in any conference such as this it is impossible for either side to claim that they have won. The differences between the two bodies must be resolved, and we did resolve those differences. However, in reporting to the House the result of this conference, in all fairness, I must say that we maintained the very strict language which had been built into the House bill over its long period of development, running for almost a year and involving the earmarking of funds, the accounting for funds, the setting up of proper accounting systems involving the control of expenditures and postaudit expenditures, limitations on maximum amounts that can be spent. Overall this is a very tight bill compared to the bills that this House has passed in the past. After all is said and done, I think it was a free and fair conference and the differences were resolved. I think we can point with pride to the changes that have been made in the basic act affecting the war on poverty this year. We have tried to emphasize those programs that have proven to be the most effective in getting to the target. We have tried within the limited funds available to us to preserve the ability of the agency to find new ways of attacking causes of poverty. We have done everything we thought it was possible to do in order to tighten up this very worthwhile program.

I think it is well to point out at this time, Mr. Speaker, as we reach the final vote on this measure that the war on poverty has been successful this year. About 4 million people have been directly touched by its activities. In any such war as this it is extremely hard to measure its returns in tangible quantities that you can put on a graph or a chart. However, we know there are now about 30,000 young men and young women in Job Corps training centers learning for the first time from a rather practical education viewpoint the techniques which will fit them into vocations for the rest of their lives. We know that the Job Corps has run much higher in cost than we want it to be. We want to cut these costs down. I think the legislation this year, because of the amendments that have been placed in the bill, will bring this cost down.

Mr. Speaker, we know the Neighborhood Youth Corps has been remarkably successful. It has had a low cost per enrollee. Over two-thirds of 1 million young men and young women who would have gone into our society without the opportunity of having a good job have been trained so that they either now do have a good job or else their prospect of getting a good job has been greatly enhanced.

We also know that in the Headstart program, which is really more than just a preschool or a kindergarten or a nursery school program but is one which involves the entire family of the poverty-stricken child, that this has been an

extremely successful program. Almost 1 million children and their families have been involved in this program. Hailed as one of the great breakthroughs in family development, in education and training, Operation Headstart will be a milestone. We will all look back on it with a great deal of pride.

In addition to that, Mr. Speaker, we have instituted as a tool to teach the poor something here which will show them that the law is on their side and teach them to take proper advantage of the law. Mr. Speaker, we have a great legal services program here. This is a program that I might add has been endorsed by the conservative American Bar Association as well as the other associations that deal with the problems of legal representation.

In addition to that, we have started a program that will move deserving, able, but yet not fully achieving high school students into college.

When you couple all of this, together with the other programs that have come out of the Committee on Education and Labor—and I refer to the programs that have come out of the subcommittee chaired by the distinguished gentleman from Oregon [Mrs. GREEN], having to do with college assistance for people to go to college—we have opened up great opportunities for the people—young students—regardless of their economic background. If they have the courage and the scholastic background, they can go on and remove themselves from the clutches of poverty.

Mr. Speaker, we hope that in the years to come we shall be able to obtain better coordination between the various programs that move in this sector of our governmental work.

Mr. Speaker, we have tried to do that in title V this year and have tried to coordinate the activities of the Department of Health, Education, and Welfare more closely with the activities of the Department of Labor.

Mr. Speaker, we are amending in this act the Manpower Development and Training Act, the very great act of which the gentleman from Pennsylvania [Mr. HOLLAND] is the author and an act that has been extremely successful in moving people from the hopeless conditions in which they find themselves into good vocations and into producing citizens.

Mr. Speaker, it is with all of these things that I urge the Members of the House to vote "aye" on final passage of this conference report.

Mr. Speaker, we are right up now to the final hour of this Congress.

All of us have wished for and hoped that this act could have been voted on months and months ago. I sincerely regret that it has not been so voted upon.

Mr. Speaker, not only has it reached the poor generally, but it has permitted the poor, the people in poverty, to undertake to do something about performing a job in this area.

Mr. Speaker, I urge the adoption of the conference report.

Mr. PERKINS. Mr. Speaker, will the gentleman yield?

Mr. GIBBONS. I yield to the gentleman from Kentucky.

Mr. PERKINS. Mr. Speaker, the gentleman from Florida [Mr. GIBBONS] has worked continuously, for the last couple of years, in trying to improve various programs involved in this legislation.

Mr. Speaker, I would like to ask the gentleman for a breakdown, particularly of the various programs involved.

Mr. Speaker, how do the figures of the Job Corps for fiscal 1967 and for the Neighborhood Youth Corps, on which the gentleman has placed so much emphasis in his statement—compare with the funds made available in fiscal 1966?

Mr. GIBBONS. Well, in fiscal 1966 we spent about \$303 million in the Job Corps. This included the great part of the capital outlay program for the Job Corps and the tooling up of the Job Corps.

This year, we propose the expenditure in this legislation for a maximum of \$211 million. This is a ceiling figure, and we want it to be a ceiling figure. We believe with this ceiling and the limitation which we have put upon the Job Corps this year, the cost per enrollee will come down.

Last year, Mr. Speaker, we expended \$271 million on the Neighborhood Youth Corps. Of course, the program was vastly underfunded last year. It only reached about 10 percent of the eligible youth involved in this very important program.

And, Mr. Speaker, when we talk about "eligible youth," I feel it is necessary to point out that an eligible youth in this program could be from a family of three wherein the family income is \$3,150 a year. That works out to the unfortunate situation where a family like that has about 22 cents per person per meal to expend upon its livelihood.

It is a pretty desperate situation. And that is the top of the eligible enrollee income. Some of these people are much poorer than that. We spent in the program last year \$271 million. This year we are authorizing \$410 million to expand this program, and to expand the on-the-job training program and the eligibility program this year, in the hope we can get more than just 10 percent of the youth who really need this service.

Mr. PERKINS. Mr. Speaker, if I might ask the gentleman a further question:

If I understand the conference report as a conferee, we raised about \$150 million of the Headstart funds above the figure last year. Would the gentleman tell the committee why we did that?

Mr. GIBBONS. Mr. Speaker, we raised the authorization this year for Headstart because we thought this had been an extremely effective program, and deserved to have more emphasis than it had had in the past. We felt that this would give the Office of Economic Opportunity the chance of creating more year-round Headstart programs.

We are now able to reach most of the children and their families in the summer programs, but we wanted to bring in a greater followup and a follow through because without the push that they get in Headstart, and without the followup that we must build into the

program, we feel that some of the benefits might be short-lived. That is the primary reason for increasing the authorization in Headstart.

Mr. PERKINS. Mr. Speaker, I think the Members of the House will be interested in why the gentleman from Florida has recommended so much earmarking under title II, and how the community action compares in fiscal 1966 and 1967.

Mr. GIBBONS. The funds will work out approximately the same, as I see it. There is some flexibility in this act left to the administrator so that he can transfer funds from title II. It seems to me, though, that we should recognize the difference between the earmarking in title I and the earmarking in title II. In title I we earmarked every dollar in that, \$211 million for the Job Corps, \$410 million for the Neighborhood Youth Corps, and \$75 million for the impact program, which was included in this legislation by the Senate.

In the House in title II we did not earmark every single penny, but left quite a bit of it in an unearmarked category.

It was the desire of the conferees that the Director have flexibility in title II so, for instance, if the Director wanted to spend more money in the legal services program, more money than the \$22 million which we said should be the minimum in that program, that the Director could perhaps spend the \$50 million that the American Bar Association testified was needed—in fact, they said it was a minimum, they would like to have had \$96 million in this program.

Thus, the earmarking in title I and title II differs slightly in that in title II the unearmarked funds can be used in addition to the funds that we put in for Headstart and Upward Bound, and for the other programs in title II.

Mrs. GREEN of Oregon. Mr. Speaker, will the gentleman yield?

Mr. GIBBONS. I yield to the gentleman from Oregon [Mrs. GREEN].

Mrs. GREEN of Oregon. Mr. Speaker, because of an error in one of the reports, there is some confusion on whether the earmarked funds under title II are minimum or maximum.

Is it abundantly clear that it was the intent of the conferees that in, for example, the legal services to which the gentleman referred a moment ago, that this would be the minimum amount which would be reserved for this, and that from the versatile community action funds they could spend any amount that they so desired above the earmarked \$22 million?

Mr. GIBBONS. That is correct. That was the purpose of earmarking in title II.

The gentleman from Oregon has referred to an error in this conference report. When this conference report was first printed—and the conference report that the Members should be watching is the one with the star on the bottom, the star print.

When the conference report was first printed, due to an error in the Printing Office, one entire page was left out. As soon as that was caught the first morning the conference report was available,

the Government Printing Office immediately reprinted it, and there is a reprint of the conference report available which is actually the official conference report.

Mrs. GREEN of Oregon. It seems to me the legal service program is one of the programs that has worked well.

Mr. GIBBONS. Yes, I will agree with the gentlewoman.

Mrs. GREEN of Oregon. Of course, there are so many people of inadequate income to whom the old saying "Justice delayed is justice denied" applies and this is one of the programs that helps to secure justice for them. It is my hope that out of the versatile funds a considerably larger amount than \$22 million would be spent.

Would the gentleman from Florida, and he is a person who has done more probably than any other Member of Congress to help make this program work—would the gentleman comment on the legal services part of the program and give us his judgment on what it has accomplished?

Mr. GIBBONS. I certainly agree with the gentlewoman from Oregon [Mrs. GREEN] with respect to the legal services part of the program. There is no doubt, and I am a practicing lawyer, or at least I was before I came to the House of Representatives—there is no doubt, as most of us know, that justice to a great extent has to do with one's ability to hire competent representation, particularly in these commercial areas and areas in which our legal services programs are working. Certainly, the denial of good, competent legal service to a poor person is, in effect, denying justice to that person. I think most lawyers would agree with me on that.

Second, I think we must point out we will accomplish much good in this legal services program by trying to help and educate poor people whose contact with the law has normally been a harsh, abrasive contact—people who sometimes see the law as a challenge to their survival rather than looking at the law as an expression and a model of the mores and customs that we live by in our society. So by bringing the law to these people and by humanizing it, we can teach them that the law is their ally and not their enemy; and so we can assist these people who need this help.

We will accomplish many things by doing this. We will enhance the rule of law, and not of man.

We will enhance the dignity of the law, and not its degradation.

We will make our laws more effective and fair as to all segments of society.

So I applaud the program that has been carried on by the OEO in the legal services field.

Mr. BURTON of California. Mr. Speaker, will the gentleman yield?

Mr. GIBBONS. I am glad to yield to the gentleman.

Mr. BURTON of California. With reference to the community action program and the yardstick used by the OEO in determining the allocation to the States, my colleague, the gentleman from California [Mr. BELL], the gentleman

from New York [Mr. CAREY], and I have been quite interested in this AFDC formula.

If the gentleman from Florida will recall, the House version required the OEO to use the latest calendar or fiscal year data—whichever was the latest. There was an apparently minor modification of that made by the conference committee. It appears not to affect the thrust of the House version but I want to get the gentleman's view on this point.

The language as indicated on page 32 in the conference report indicates that language reading "latest appropriate date" is included now in the bill before us.

My question is this. Am I correct in assuming that the OEO with the passage of this bill will be under a mandate to use the latest accurate annual AFDC data that is available to it?

Mr. GIBBONS. The gentleman from California is correct. That was the purpose of placing this in the legislation, the provision you refer to way back in our committee sessions in March and April. That was the purpose of the conferees and we only seek in the conference report to perfect that language.

Mr. BURTON of California. As the gentleman knows, when the bill was discussed on the floor of the House a few years ago, I posed a question to the then Member of the House from California, Mr. Roosevelt, and at that time it was indicated that the latest data would be used. The Department at that time was using 1959 data. As a result of the discussion on the floor of the House, they began using 1962 data.

If I understand the response just made by the gentleman from Florida to my question, the Department will be using 1965 or 1966 data, or whichever data is the latest and accurate uniform AFDC data available from the Department of HEW; is that correct?

Mr. GIBBONS. That is correct.

Mr. BURTON of California. I thank the gentleman.

In the event OEO does not use the latest available AFDC data, can the gentleman assure me that he will use his good offices to obtain compliance in this regard with the clear intent of the House?

Mr. GIBBONS. Of course.

Mr. PERKINS. Mr. Speaker, I yield 5 minutes to the gentleman from Minnesota [Mr. QUIE].

(Mr. QUIE asked and was given permission to revise and extend his remarks.)

Mr. QUIE. Mr. Speaker, before I talk about the conference report, let me talk about today's Drew Pearson column first, because I noted that many of my colleagues, when they read the funny papers this morning, were reading Drew Pearson as well, and I heard the conversations around about whether any of the column was true.

As you know, Drew Pearson has the reputation, at least in this body, of not always telling the truth, all the truth, and nothing but the truth. I would say this morning, only in regards to the staff of the Committee on Education and

Labor who are employed by the minority, that not one of the incidents of mismanagement of Federal funds listed in the Drew Pearson column came from either of the two individuals who work for the minority. What was charged about other colleagues mentioned in the column will have to be answered by them, but in regard to the staff members listed I just want my colleagues to know that there was not one bit of truth, not one of the incidents came from either of those two people.

Mr. GIBBONS. Mr. Speaker, will the gentleman yield?

Mr. QUIE. I yield to the gentleman from Florida.

Mr. GIBBONS. I read that column this morning when I was having breakfast. I know the two staff members to whom the gentleman refers, Miss Goldman and Mr. Buckley, and I know that they are not the source of the material that you read, because they have very kindly furnished me a copy of all press releases that they have sent out, and I can verify that what the gentleman has said is correct.

Mr. QUIE. I thank my colleague from Florida. I might mention again what we said in the debate. Every poverty memo has been made available to all our colleagues, well documented; where necessary, affidavits have been provided, and not in one instance has OEO been able to disprove any of the information or facts that we have provided.

As Members read through the debate on the poverty bill, they will see that there nothing was refuted.

I have read in the newspapers some time ago about the incidents that were written up in the column. I might say that sometimes there are mistakes in newspapers, and we all take that for granted, but when Miss Goldman and Mr. Buckley have put out anything, it was well documented and has never been refuted.

Let me say about the conference report that we were faring pretty well through most of the conference. We came to the end of the conference, and then the majority of the House conferees capitulated and accepted really the number of supergrades that are presently authorized for the Office of Economic Opportunity.

In the House, as you will recall, we adopted the Ashbrook amendment by a vote of 257 to 108, requiring that the OEO have no more than one supergrade per 100 employees. They have now 53 authorized supergrades, which amounts to one supergrade per 43.3 employees. No other agency of the Government has so many supergrades other than the Atomic Energy Commission and, as you know, they hire physicists. I think on this disagreement the House conferees cannot come back and say they compromised. The House gave up, and while we had gone along to the point where I thought I might be able to support the conference report, I could not accept a conference report completely contrary to the House position.

Mr. ASHBROOK. Mr. Speaker, will the gentleman yield?

Mr. QUIE. I yield to the gentleman from Ohio, who is the author of the amendment.

Mr. ASHBROOK. I thank the gentleman from Minnesota for yielding. I find this very astounding in light of the fact not only of the overwhelming vote of 257 to 108 by which the House passed the amendment the gentleman referred to, but also the fact that the nine conferees that represented this body, and supposedly supported our position, the announced position of the House and conference, that six of the nine members had voted affirmatively for the amendment. In other words, 6 of the 9 who were representing our side in the conference were among the 257 who overwhelmingly supported it.

The chairman of the committee, the gentleman from New York [Mr. POWELL]; our colleague, the gentlewoman from Oregon [Mrs. GREEN]; the gentleman from Pennsylvania [Mr. DENT]; and, of course, the minority members, the gentleman from New York [Mr. GOODELL], the gentleman from Minnesota [Mr. QUIE], and the gentleman from Ohio [Mr. AYRES]. Six of our nine Members had voted affirmatively, and I can conceive of no possible way that the House position could be bargained away so easily had these nine people supported our position.

I wonder if the gentleman can shed some light on that.

Mr. QUIE. I would only speak for myself, and I will assume to speak for my colleagues on the minority side, that we did not vote to recede and accept this language. Others will have to speak for themselves.

Mrs. GREEN of Oregon. Mr. Speaker, will the gentleman yield?

Mr. QUIE. I yield to the gentlewoman from Oregon.

The SPEAKER pro tempore. The time of the gentleman from Minnesota has expired.

Mr. PERKINS. Mr. Speaker, I yield the gentleman 3 additional minutes.

Mrs. GREEN of Oregon. I heard the statement that the House conferees bargained this away so easily. Would the gentleman in the well agree that this was the most troublesome point of the whole conference and that we probably came back to it 15 times during the course of the 3 days and that it was the final difference to be settled between the House and Senate conferees?

Mr. QUIE. Yes, I agree that we raised this point many times during the conference. I did not count 15, but many times.

Mrs. GREEN of Oregon. Then the gentleman would not say that we bargained it away or gave it away easily?

Mr. QUIE. Not easily, but I do not believe we should have given up and completely receded.

Mrs. GREEN of Oregon. May I ask the gentleman another question? I believe he said we authorized 53 supergrade positions. Is it not true that the agreement was that there should be no new positions in the supergrades beyond those presently authorized, which is 53, even though there are some new programs in the OEO bill?

Mr. QUIE. That is correct. Fifty-three is the limit on the number they can hire, even though they have never filled the 53 slots before. Forty-nine, I believe, is the highest they ever had in the past.

Mrs. GREEN of Oregon. Would the gentleman also agree that this is really a matter which is academic, since if we place a limitation of 29 or 35, and it is enforced rigidly, there is absolutely nothing to prevent the Office of Economic Opportunity from hiring 100 consultants at \$100 a day and keeping them on the payroll for as long as the law allows, 131 days, and then rehiring them? Is it not true that they could hire any number of consultants at salaries equal to or greater than those paid to the supergrade employees?

Mr. QUIE. I would not agree it is merely academic, but the gentlewoman from Oregon is absolutely correct that the OEO can hire any number of consultants. They have. They have abused the privilege of hiring consultants and have kept them on longer than 131 days in one year.

This amendment did nothing to control consultants.

Mr. ASHBROOK. Mr. Speaker, will the gentleman yield?

Mr. QUIE. I yield to the gentleman from Ohio.

Mr. ASHBROOK. If it is true what the distinguished gentlewoman from Oregon has said—I am sure it is, because she is always accurate in her facts—this indicates that the House has been very slipshod in drawing up the law and has given far too much leeway to the bureaucrats. Perhaps the gentlewoman is pointing out an area in which we should draw further strings, as we attempted to do in this instance.

Mr. QUIE. I might say this comes right to the problem of drawing legislation with proper guidelines and standards.

Let me make some comments concerning the special impact programs, as sent over by the Senate.

This says:

The purpose of this part is to establish special programs which (1) are directed to the solution of the critical problems existing in particular communities and neighborhoods, especially large concentrations of low-income persons; (2) are of sufficient size and scope to have an appreciable impact in such communities and neighborhoods in arresting tendencies toward dependency, chronic unemployment, and rising community tensions; and (3), where feasible and appropriate, are part of a citywide plan for the reorganization of local or State agencies.

I would say that if the Members will just look at the main thought in these points they will see that here is a program for which money will be appropriated for special impact programs with three purposes, as follows:

One. Solution of critical problems.

Two. Of sufficient size and scope.

Three. For the reorganization of local and State agencies.

Such loose language will just give an opportunity for my colleague from New York [Mr. GOODELL] and I to write poverty memos next year. This is broad

and wide open for all the mismanagement and mishandling of this program we have seen for 2 years.

Mr. GOODELL. Mr. Speaker, will the gentleman yield?

Mr. QUIE. I yield to the gentleman from New York.

Mr. GOODELL. I would agree that this bill puts us in business again for next year.

Mr. PERKINS. Mr. Speaker, I yield 1 minute to the gentleman from Illinois [Mr. McCLORY].

Mr. McCLORY. Mr. Speaker, I take this time for the purpose of inquiring with regard to the provisions on page 34 of the statement of the managers on the part of the House, which states that there will be \$12 million for narcotic addict rehabilitation.

The reason that I inquire about this is we are going to act soon on the Narcotics Addict Rehabilitation Act which will provide for \$15 million per year for 2 years to provide facilities and services to take care of rehabilitating narcotics addicts under a very imaginative program. It does strike me that this will be a duplication of the program which is being established on this comprehensive and very far-reaching legislation which the House already acted upon and which we are about to act upon further by way of this conference committee report.

Mr. PERKINS. The gentleman from Illinois well knows that this is a serious problem in this country.

The SPEAKER pro tempore. The time of the gentleman has expired.

Mr. PERKINS. Mr. Speaker, I yield myself 1 minute in order to answer this question.

I do not consider it a duplication by any means, because we know it is a serious problem. It is true there has been allocated in title II \$12 million for narcotics addicts rehabilitation, the problem is of such magnitude and complexity that we should attack it from many points of view. The fact that you have this amount in here is something else. We felt after the hearings we should put something in here.

Mr. McCLORY. I do have your assurance that the other program will not be duplicated by these funds.

Mr. PERKINS. There is no duplication whatsoever. This is for the local community action groups to administer.

Mr. McCLORY. Mr. Speaker, I have been assured that the legislation embodied in the conference report on the Economic Opportunity Amendments of 1966—H.R. 15111—will not duplicate any of the programs or funds which are included in the Narcotic Addict Rehabilitation Act of 1966—H.R. 9167.

I have been particularly concerned about the language contained in section 211-2(b) of title II, which states that the Director "shall formulate and carry out programs for the prevention of narcotic addiction and the rehabilitation of narcotic addicts."

The rehabilitation of narcotic addicts is the primary objective of the Narcotic Addict Rehabilitation Act. That legislation—as presented in the conference report—authorizes the appropriation of \$15 million for each of the next 2 years.

That is the authorization intended to carry out the imaginative program of narcotic addict rehabilitation as embodied in H.R. 9167.

It would seem to be both confusing, and possibly a duplication, for funds to be expended by the Director of Economic Opportunity. It would seem to me that new rehabilitation facilities and services should not be established except under the authority of the Surgeon General—as provided in the Narcotic Addict Rehabilitation Act.

Mr. ICHORD. Mr. Speaker, will the gentleman yield for the purpose of making legislative history for 1 minute.

Mr. PERKINS. I yield 1 minute to the gentleman from Missouri.

Mr. ICHORD. I will say to the gentleman from Kentucky that during the legislative debate on this bill I had an amendment to section 211, which is shown on page 13 of the conference report. I refer specifically to the proviso which states:

Provided, That the Director shall establish procedures to assure that the principal local bar associations in the area to be served by any proposed program of legal advice and representation are afforded an adequate opportunity to review the proposed program and to submit comments and recommendations thereon before such program is approved or funded.

The gentleman from Michigan [Mr. O'HARA] and the gentleman from Florida [Mr. GIBBONS], who were handling the legal section of the bill, were working with me on the wording of an amendment, and the wording of the amendment was changed. In the CONGRESSIONAL RECORD the original amendment was sent to the printers and printed there. I think the permanent RECORD is correct, but I wanted to make this legislative history to show that this was the wording that was discussed during the legislative consideration of this.

Mr. PERKINS. The gentleman is absolutely correct, and the RECORD certainly should be corrected accordingly.

Mr. Speaker, I yield 5 minutes to the gentleman from Pennsylvania [Mr. DENT].

(Mr. DENT asked and was given permission to revise and extend his remarks.)

Mr. DENT. Mr. Speaker and Members of the House, as you know, at this moment the only discussion of serious problems happens to be the one dealing with the so-called supergrades amendment accepted by the House by a large vote of 257 to 108. The accusation has been made that the House conferees, six of whom voted with the majority in the House, took what we might call a run-out powder and did not stand by the position of the House. This is not true for the simple reason that we learned, in the conference, a great deal we did not know while we were discussing the matter on the floor. Most of us on the floor—or at least I admit to my own lack of details on this subject matter when it came up on the floor of the House—I refer to the question of the number of supergrades in other departments. You will note that you received a letter from the minority members who refused to sign the conference report. Incidentally,

the minority Members of the Senate signed the conference report. It was the insistence of the spokesman of the minority members on the part of the Senate in the conference that caused us to be deadlocked on this very issue. In fact, when we were discussing the point of whether or not we had established a \$12,500 limitation on the use of Federal funds for the employees of the local community action programs and other programs under this particular legislation, we were tied up for a whole afternoon in arguing with the Republican Members of the Senate on the question of wiping out that limitation.

And, finally, we had to compromise again, we had to go to 15,000—the House conferees had to agree in order to get the other body to agree to end the conference with a report.

Mr. QUIE. Mr. Speaker, will the gentleman yield?

Mr. DENT. Wait until I am through, because you have me over a barrel. You have heard used figures that have got to be corrected.

Mr. Speaker, it appears that the figures which they put in the report with reference to employment within the various agencies of the Government, show that NASA has one supergrade to 105.9 employees.

Mr. Speaker, let us look and see the facts about this supergrade ratio in these various departments.

For instance, Mr. Speaker, in the Peace Corps, they say that the Peace Corps has one supergrade for every 216 employees. That is simply not true.

Mr. Speaker, the total number of employees in the Peace Corps is 1,240, and divided by the 216 supergrades, the Peace Corps has one supergrade for every 13.6 employees.

Mr. Speaker, we cannot compare OEO to other departments of Government.

Mr. QUIE. Mr. Speaker, will the gentleman yield to me at this point?

Mr. DENT. Just a minute.

Mr. Speaker, in the Post Office Department—and incidentally they did not compare the Post Office Department in their ratio figures, because in the Post Office Department we have one supergrade for every 8,000 employees.

They are taking Post Office Department, with thousands of employees who work in an area where they need no supergrade supervision, and piling all of them into one basket, and saying, "Look at what they can do in this Department."

But, Mr. Speaker, in doing that, one is comparing pineapples with coconuts, and they just do not belong in the same basket.

Mr. QUIE. Mr. Speaker, will the gentleman yield?

Mr. DENT. Well, I had better yield to the gentleman from Minnesota, I suppose, or I shall not get to finish my presentation.

Mr. QUIE. Mr. Speaker, I would ask the gentleman from Pennsylvania [Mr. DENT] where he obtained his information with reference to the comparison of supergrades as to employees, because I obtained my information from the House Civil Service and Post Office Committee and also out of the budget which was

presented to the Congress by the President of the United States.

Mr. DENT. Well, the gentleman had better take that matter up with the other body. I obtained my information from the Senate Civil Service Committee. The Senate Civil Service Committee also pointed out—

Mr. QUIE. Well, I believe we had better check those figures again.

Mr. DENT. Mr. Speaker, the Senate Civil Service Committee also pointed out the fact and the question as to whether or not we had authority to limit supergrades in this legislation, inasmuch as the supergrades requested by the OEO were cleared with the other body. It was cleared with the other body before they granted 53 supergrades.

And, Mr. Speaker, anyone who says they have abused the authorization which they have, does not know what they are talking about. At the present moment they only have 36 supergrades employed. They have never reached the 53 supergrades which they were authorized.

The SPEAKER. The time of the gentleman from Pennsylvania has expired.

Mr. PERKINS. Mr. Speaker, I yield 3 additional minutes to the gentleman from Pennsylvania.

Mr. DENT. Mr. Speaker, they have never reached the full use of the full authorization. The Budget Director has authorized 61 slots, the OEO has never filled the slots allowed.

Mr. PERKINS. Mr. Speaker, will the gentleman yield?

Mr. DENT. I yield to the gentleman from Kentucky.

Mr. PERKINS. Mr. Speaker, I believe it is well to point out here that before we added the extra programs onto the Office of Economic Opportunity, the Civil Service Commission recommended 53 supergrades; is that not correct?

Mr. DENT. I do not feel that we need to get into the question any deeper with reference to supergrades, simply because in this particular program most of the thousands of so-called employees are not direct employees. But if you take and count all of the Youth Corps and all of the Headstart programs covered by the act, as is done with reference to the Post Office Department and as with reference to any other department, these boys in the NYO are being paid out of Federal funds, under supervision of the workers of the OEO, and they could probably be counted.

Mr. ASHBROOK. Mr. Speaker, will the gentleman yield at this point?

Mr. DENT. I yield to the gentleman from Ohio.

Mr. ASHBROOK. Mr. Speaker, I believe your point is correct, that you have based a lot of your argument upon the Peace Corps, but how many people are affected in the field.

The gentleman says there are 1,240 employed by the Peace Corps. Does the gentleman know how many Peace Corpsmen there are that would fit into the same category as the gentleman now is mentioning?

Mr. DENT. They are direct employees of the Peace Corps.

Mr. ASHBROOK. By the law that we passed, Peace Corpsmen are Federal employees, and have rights coming back to this country that are given to Federal employees.

We cannot count some groups as Federal employees then say for purposes of statistics that they are not Federal employees.

Mr. DENT. I wish the gentleman had been at the conference, the gentleman would have been on my side all the way, because at one point, we almost came to blows because they wanted to count all the Community Youth Corps and the Headstart little children as employees of the Government for the purpose of putting them under the Hatch Act. I think the only reason we won the argument on the supergrades was that we proved that if they were Federal employees for the Hatch Act then they must be Federal employees for the supergrades ratios.

It got to the point where the shoe was pinching on both feet so we both gave a little, they gave up on the Hatch Act and we gave up on supergrades.

Mr. Speaker, we must point out that there are professional administrative doctors in this particular program. We admit that we are treating a sickness in America, the disease of poverty, and we are trying to cure millions of stricken people in the United States. Do we want to turn them over to persons who are not trained to give them the proper care and treatment, and consideration, in the administration of this act?

Would you open up a program to go out and give preventive medicine to millions of persons, and have them line up in a line with their shoulders bare for shots, and turn them over to people who are not qualified to do the medical part of the work?

Mr. Speaker, I think this supergrade argument does not need any more explanation. I want to get right to the meat of this.

It seems peculiar to me that throughout this whole discussion, both prior to the passage of the bill and right now in this short moment we have to discuss the poverty program, that there are many who would like to vote down the poverty program, but who have not the courage to vote it down on a direct issue, but would like to do it by voting against something that has some kind of personal appeal this afternoon before the elections. When you get the letter from the minority making the plea that we are taking money from the poor to give it to the supergrades just ignore it. The information does not match the facts.

And yet, is it not true that a vote at this time can only be a vote down or up? We can either vote for the program, or vote it out. If we vote it out what do we do? We close down this community action program and knock the Headstart program right out of existence. We kill off 743,000 little children who have never had the first glimpse of the printed word, or the concept of something related to the printed word.

As a matter of fact, one of the national magazines, I believe it was the Saturday Evening Post, carried an ad by a private

concern saying until Headstart started, there were thousands upon thousands of children in the United States who could not relate the word "sky" to that which was above them; could not relate the word "air" to the life-sustaining air that they sucked into their lungs each time they breathe; who could not relate an object to a word.

Yet we are standing here arguing on supergrades when, if we do not pass this bill some 743,000 little children will go back into darkness, the darkness of ignorance.

Mr. Speaker, it is a question of whether we are afraid to face the issue. The issue is: Do we or do we not pass the poverty program? Let us forget the supergrades, let us forget the undergrades, let us remember those who are benefiting from it.

Mr. Speaker, the question before the House in voting on the conference report on H.R. 15111 is one of the utmost urgency and finality. There is not time to select another conference committee to go through the whole process of renegotiating a conference report. Recommitment is not in order. This is it. The question is whether the war on poverty continues or is killed right now. The continuing resolution under which OEO is operating expires on Saturday. There will not be another chance to extend the war on poverty if this conference report is rejected.

A vote to reject the conference report on H.R. 15111 means the end of 1,000 community action agencies operating in every State and district. It means no Headstart for 743,000 little children. It means that 108 Job Corps centers will close down, and that 30,000 Job Corps men and women will be sent packing back to the slums. It means that the Neighborhood Youth Corps will be choked off, releasing young people to the streets. It means the end of VISTA, legal services, Upward Bound, programs for Indians and migrants, and all other antipoverty projects. It means the war on poverty has been lost. A vote to reject this conference report would constitute one of the most irresponsible and destructive actions ever taken by the House of Representatives.

A vote to reject the conference report on H.R. 15111 would constitute a flagrant usurpation of the prerogatives of the U.S. civil service system, and would undermine the role and authority of the House Post Office and Civil Service Committee. Without so stating, the Ashbrook amendment would drastically amend the Classification Act of 1949. The Post Office and Civil Service Committee emphatically condemned just such incursions on its jurisdiction in House Report No. 1604 of this session of Congress. The committee declared that such a cause as that proposed by the Ashbrook amendment "subverts and undermines the object and purpose of the Classification Act of 1949 with respect to the allocation of positions to such top grades of such act."

The letter and memo on the OEO "supergrade" issue which Messrs. AYRES, QUIE, and GOODELL distributed to their colleagues, and which calls for the re-

jection of the conference report, is so replete with staggering misstatements of fact that it can be attributed only to the grossest partisan mischief. A few prime examples follow:

It is charged that the ratio of "supergrades"—GS-16, GS-17, and GS-18—to employees at NASA is 1 to 105.9. In fact, there are 751 positions at NASA above GS-15 or the equivalent—other than appointed by the President—out of slightly over 34,000 employees, a ratio of about 1 to 45. The minority characteristically ignores 425 "supergrades" positions which are established at the discretion of the Administrator. No such discretion is allowed Sargent Shriver at OEO.

It is charged that the ratio at the Peace Corps is 1 to 216, an incredible falsehood. The actual ratio is 1 to 13.6—91 of 1,240 employees. While the Peace Corps has slightly over half the number of employees as OEO, it has almost twice as many "supergrades." Yet it remains the model of administrative excellence that Sargent Shriver built from the ground up, as he is building at OEO now.

The minority attempts to compare vast bureaucracies with OEO, a special agency within the Executive Office of the President. Within the FBI, there are 4,643 GS-3's and GS-4's, who perform such functions as fingerprint clerk, and who have no counterparts at OEO. Similarly, it is absurd to compare OEO to organizations containing such divisions as the Bureau of Employment Security and the Wages and Hours Division at Labor. Such comparisons have been specifically discredited by Chairman Macy of the CSC, who rejects the use of any ratio or formula as a method of determining the number of "supergrades" appropriate to any Federal agency.

It is charged that only the AEC within the Federal Government has as large a percentage of "supergrades" as OEO. This is totally false, and a charge that could not have been made in good faith. The following agencies, besides those mentioned above, have "supergrade"-to-employee ratios lower than OEO's:

Bureau of the Budget: 1 to 8.9.
Office of Emergency Planning: 1 to 13.4.
Civil Aeronautics Board: 1 to 15.8.
Interstate Commerce Commission: 1 to 16.2.
NLRB: 1 to 17.4.
Farm Credit Administration: 1 to 39.8.

It is unclear on just what basis the Ashbrook amendment would operate. Were the restriction to refer to the total number of full-time permanent and temporary OEO employees on board at the end of fiscal 1966, OEO would be entitled to only 29 "supergrades." If the current job ceiling, based on authorized permanent positions—2,350—for fiscal 1967 is used, OEO would be cut to 24 "supergrades"—requiring the elimination of 29 presently filled or allocated "supergrade" positions. On this basis, the maximum total "savings" to the Government would amount to \$56,153, or 0.0032 percent of the total \$1.75 billion authorization. This is computed by

eliminating all 13 GS-18 positions and 16 of the 17 GS-17 positions currently allocated to OEO. Persons holding these positions would, under FPM chapter 531.2-4, all revert to the top salaries allowable under GS-15. If the cut were first directed instead against the 23 GS-16's approved for OEO, actual pay raises would often result—since top steps of GS-15 pay more than bottom steps of GS-16. See attached sheet.

Last spring, Congressman AYRES publicly stated that "it will take 6,484 permanent employees to run Mr. Shriver's burgeoning bureaucracy." If this was true, OEO, under the Ashbrook amendment, would be entitled to 65 "supergrades," 12 more than the Civil Service Commission has approved for OEO. Yet now Mr. AYRES says OEO needs only 24 "supergrades." Was Mr. AYRES confused then, or now? We think he has always been confused, at best, regarding the war on poverty.

Grade	Number	From—	To—	Total saving
GS-18-----	13	\$25,890	\$23,013	\$37,401
GS-17-----	6	25,800	23,013	16,722
	1	25,040	23,013	2,027
	1	24,280	23,013	1,267
	1	23,520	23,013	507
	7	22,760	23,013	-1,771
Total-----				56,153

Salaries OEO GS-18's and GS-17's would be entitled to under FPM 531.2-4 if supergrade salaries were to be denied.

The SPEAKER pro tempore. The time of the gentleman has expired.

Mr. PERKINS. Mr. Speaker, I yield 10 minutes to the gentleman from New York [Mr. GOODELL].

Mr. QUIE. Mr. Speaker, will the gentleman yield?

Mr. GOODELL. I will yield in just a moment.

I would like to say, Mr. Speaker, that I was moved by the gentleman who preceded me with his statement of endorsement of Headstart, 5 years after we Republicans proposed it and talked about it in our own committee. It took 3 years before we could convince our committee to initiate Headstart. Then it was put in indirectly as a part of the community action program only by our committee writing a legislative history that Headstart was eligible for community action funds. It turned out to be, according to Mr. Shriver's testimony, the most successful part of the program, and we have no dispute with reference to the merits of Headstart.

As the gentleman knows, the gentleman from Minnesota [Mr. QUIE] and I were advocating this long before the poverty program went into effect.

Mr. QUIE. Mr. Speaker, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman.

Mr. QUIE. I just want to point out the inaccurate statements made by the gentleman who just preceded the gentleman now in the well, when the gentleman from Pennsylvania said "Republicans"—plural—were supporting the increase to \$15,000 on the limitation of salary.

That was one Republican—and not "Republicans"—plural—from the Senate.

Also I shall put in the RECORD the precise basis for the facts I cited with respect to supergrade ratios. The FBI figure is derived from the Schedule of Personnel Compensation in the Appendix to the Budget of the United States for fiscal year 1967. All other comparisons—including the Peace Corps ratio of 1 supergrade to every 216 employees, which was disputed by the gentleman from Pennsylvania—are taken from a table printed on page 31 of the hearings on "supergrade requirements" before the Subcommittee on Manpower, Committee on Post Office and Civil Service, House of Representatives, and taken from section 1310(d) reports as submitted by Federal agencies to the Speaker of the House in compliance with law. These are absolutely accurate and official figures which the gentleman has questioned.

When the gentleman speaks about trained employees receiving these supergrade salaries of \$19,600 to \$25,000 plus, I would like to see the training that these people receive. Many of these individuals have not proven to be highly qualified as one expects in the case of a doctor or a physicist. If these individuals were so highly qualified or so dedicated, there would not be such a tremendous turnover as there has been in these jobs. When citing the figures of the numbers of supergrades on board right now—who knows? While we were in conference, the figures came one day—42 supergrades. They came back the next day—36 supergrades. At the rate of turnover, you may not have any supergrades one day and you may have about 53 the next day.

What really disturbs me in the statement the gentleman from Pennsylvania has placed in the RECORD are his remarks beginning with the sentence:

The question before the House in voting on the conference report on H.R. 15111 is one of the utmost urgency and finality.

The gentleman from Pennsylvania [Mr. DENT] did not utter most of his remarks on the floor and in my presence. He inserted them. I am certain that this insertion and its reprehensible aspersions on the integrity and honesty of Members of this House were prepared in the Office of Economic Opportunity. I am further certain that the gentleman from Pennsylvania never even read these remarks, or he would not have inserted them. He would know that any such aspersions on the good faith and integrity of myself and my colleagues CHARLES GOODELL and WILLIAM AYRES, had they been spoken on the floor in our presence, would have at once been ordered to be taken down and subjected to censure by the House.

We are accused in this unspoken insertion—which could not have been read by the gentleman from Pennsylvania for to insert but not speak such things is a grossly unfair act—that we made "staggering misstatements of fact" contributable "only to the grossest partisan mischief," that we uttered "an incredible falsehood," and he accuses—unwittingly, I must assume, through OEO—Congress-

man AYRES of an untruth and says that "he has always been confused, at best." Therefore, I will answer them by this insertion. I would never believe those to be the words of my esteemed colleague on the Education and Labor Committee. But I can believe these things of the unseen and overpaid supersalaried supergrades at the Office of Economic Opportunity. I can because I must upon the record of their falsehoods. One should not expect even, in this cynical city, for one of our great Federal agencies to publish untrue statements. That is to the credit of our democracy and of the several million loyal public servants who serve it in honor. It is a tradition tarnished by the Office of Economic Opportunity, an agency whose merest puffed-up utterance is seldom believed in either the executive or the legislative branches of this Government, and at the highest levels, nor are they any longer worthy of trust.

Let us take their last allegation first, speaking through my honorable colleague who did not in fact speak these words and, I believe, could not have even read them, for he is a decent and honorable man.

They chided our ranking minority member, Mr. AYRES, for saying that it will take "6,484 permanent employees to run Mr. Shriver's burgeoning bureaucracy" and then cast doubt upon that statement. Look at President Johnson's budget for fiscal 1967. On page 94 of the Appendix to the Budget of the United States for fiscal 1967—President Johnson's own budget—there is an exact breakdown of employees under the Economic Opportunity Act which shows a total of 2,350 permanent employees for OEO and 4,883 permanent employees for other agencies to operate the Economic Opportunity Act programs—a grand total of 7,233 permanent employees for Shriver's "burgeoning bureaucracy," or even more than Congressman AYRES reported.

Further, the supergrade ratio in the Ashbrook amendment would apply only to the 2,350 permanent employees budgeted for OEO itself—as OEO well knows. Therefore their further statement that AYRES' figures would give them 65 supergrades is just not true. It would give them 23 or 24 supergrades as our letter stated. This type of misrepresentation regarding Mr. AYRES' very precise statement on their overpaid personnel—taken from the budget of President Johnson—was repeated in a letter of Director Shriver to the Los Angeles Times last spring. His looseness in curbing his employees self-serving tendencies to falsely smear Members of Congress and other responsible citizens who criticize their silver-salaried empire is, along with demonstrated administrative ineptness, another reason for my demand for his removal from office.

I sympathize with the President in this obviously embarrassing position with regard to the matter at hand.

Other glaring misrepresentations and outright falsehoods in that insertion abound:

In the official table found below, the Peace Corps is shown to have only 3 supergrades and only 648 other employees, a ratio of 1 supergrade for every 216 employees. The insertion claims 1,240 employees and 91 supergrades for the Peace Corps, which if true—and obviously it is not true—would entail either, first, a false report by the Peace Corps to the Speaker of the House of Representatives, or second, a 600-percent growth in employees and a 3,000-percent growth in supergrades in that agency within 8 months. Yet, Shriver's minions charge Members of Congress with "an incredible falsehood."

In the table below—an official report to the Speaker of the House—it will be seen that of the major agencies shown only the Atomic Energy Commission has a better ratio of supergrades than OEO's authorized 1-43.3. However, specialized

small "agencies" in the Office of the President, such as the Budget Bureau, set up solely to advise the President and not to administer any programs at all, and quasi-judicial bodies such as the NLRB are not included, and this is the type of organization cited by OEO's insertion by the gentleman from Pennsylvania to disprove our statement concerning OEO's overpaid bureaucracy. This is outright misrepresentation which is unworthy of servants of this Nation.

We are charged with outright lying in saying that NASA has only 249 supergrades for 26,378 employees, a ratio of 1 to 105.9. Yet that is the precise information presented in the table below published by the House Committee on Post Office and Civil Service and taken from the official report of NASA to the Speaker of the House. There may be differing interpretations of information, but in our own account of supergrade positions for OEO we have ignored the six positions paying over \$26,000 and the hundreds of "consultants" hired by OEO—some contrary to law—who are paid supergrade salaries running up to \$100 per day plus expenses.

There may be many GS-3 and GS-4 clerks at the FBI, as stated by OEO's insertion—the only time that agency has been known to even look at President Johnson's budget was in this instance of determining the number of such positions at the FBI—but it is also sadly true that OEO has more positions above the supergrade level than the FBI, or virtually any other agency of Government.

The point is that OEO and its Director has consistently and deliberately attempted to mislead the American people about the administration of this agency. In private, virtually every Member of Congress in both parties acknowledges this sad situation—as do top administration officials reaching up to the highest levels of President Johnson's administration. This appalling fact just happens to be the truth.

Comparison of employees in grades GS-1 to GS-15 with those in grades GS-16 to GS-18 as of June 30, 1965

Department or agency	Number of GS-1 to GS-15	Number of GS-16 to GS-18	Ratio, GS-1 through 15, to GS-16 through 18	Department or agency	Number of GS-1 to GS-15	Number of GS-16 to GS-18	Ratio, GS-1 through 15, to GS-16 through 18
Agriculture.....	83,714	196	427.1	Agency for International Development.....	2,473	15	164.9
Commerce.....	26,039	292	89.1	Atomic Energy Commission.....	6,694	284	23.6
Defense (OSD and other activities).....	32,250	215	150.0	Civil Service Commission.....	3,557	36	98.8
Army.....	208,296	198	1,052.0	Federal Aviation Agency.....	40,894	128	319.5
Navy.....	134,787	249	541.3	General Services Administration.....	17,419	72	241.9
Air Force.....	154,549	139	1,111.9	General Accounting Office.....	4,205	35	120.1
Health, Education, and Welfare.....	70,992	179	396.6	National Aeronautics and Space Administration.....	26,378	249	105.9
Housing and Urban Development.....	13,297	68	195.5	Peace Corps.....	648	3	216.0
Interior.....	46,221	150	308.1	Selective Service System.....	983	2	491.5
Justice.....	29,934	202	148.2	Small Business Administration.....	3,635	47	77.3
Labor.....	8,911	76	117.2	U.S. Information Agency.....	2,483	26	95.5
State.....	3,996	56	71.4	Veterans' Administration.....	91,117	67	1,359.9
Treasury.....	77,962	291	267.9				

Source: Sec. 1310(d), reports.

Department of Justice, Federal Bureau of Investigation—Salaries and expenses

	1965 actual		1966 estimate		1967 estimate	
	Number	Total salary	Number	Total salary	Number	Total salary
Grades and ranges:						
Special positions at rates equal to or in excess of \$25,382:						
Director.....	1.0	\$30,000	1	\$30,000	1	\$30,000
Associate director.....	1.0	28,500	1	28,500	1	28,500
Assistant to the director.....	2.0	52,000	2	52,000	2	52,000
GS-18. \$25,382:						
Assistant director.....	9.0	220,500	9	228,438	9	228,438
Special agent in charge.....	1.0	24,500	2	50,764	2	60,764
GS-17. \$22,217 to \$25,325:						
Assistant director.....	2.0	47,390	2	49,873	2	49,873
Inspector.....	9.0	212,505	11	270,028	11	272,359
Senior administrative officer.....	3.0	68,835	3	73,644	3	74,421
Special agent in charge.....	11.0	255,395	12	291,468	12	295,353
GS-16. \$19,619 to \$25,043:						
Inspector.....	8.0	168,510	11	136,022	11	138,057
Senior administrative officer.....	11.0	239,075	12	272,727	12	275,441
Technical specialist.....	4.0	86,875	4	91,360	4	92,038
Special agent in charge.....	16.0	330,185	13	284,190	13	288,262
Assistant special agent in charge.....	1.0	20,900	1	22,331	1	22,331
GS-15. \$17,055 to \$22,365:						
Inspector.....	8.0	143,080	9	168,827	11	205,884
Senior administrative officer.....	37.0	692,810	39	787,800	41	816,078
Technical specialist.....	4.0	76,100	4	80,021	4	80,611
Special agent in charge.....	31.0	565,555	33	635,964	33	646,594
Assistant special agent in charge.....	15.0	267,990	18	335,882	18	341,787
Special agent.....	10.0	178,845	11	168,231	10	188,827
GS-14. \$14,680 to \$19,252:						
Senior administrative officer.....	262.0	4,165,790	275	4,582,746	278	4,697,348
Technical specialist.....	85.0	1,363,700	87	1,468,043	88	1,505,059
Special agent in charge.....	1.0	15,640				
Assistant special agent in charge.....	40.0	636,870	37	623,879	37	633,524
Special agent.....	161.0	2,546,460	172	2,848,347	173	2,905,162
GS-13. \$12,510 to \$16,425:						
Special agent.....	4,061.0	55,439,970	3,987	57,430,644	3,827	55,619,743
GS-12. \$10,619 to \$13,931:						
Special agent.....	397.0	4,314,910	369	4,136,137	519	5,729,702
GS-11. \$8,961 to \$11,715:						
Special agent.....	746.0	\$7,002,570	883	\$8,698,484	957	\$9,419,954
GS-10. \$8,184 to \$10,704:						
Special agent.....	954.0	7,950,240	1,033	8,956,236	1,062	9,208,250
GS-9. \$7,479 to \$9,765:						
Special agent.....	167.0	1,399,045	170	1,476,150	170	1,493,000
GS-8. \$6,869 to \$8,921:						
Special agent.....	163.0	1,276,710	171	1,409,664	175	1,450,732
GS-7. \$6,269 to \$8,132:						
Special agent.....	490.0	3,393,300	527	3,823,544	548	4,014,324
GS-6. \$5,702 to \$7,430:						
Special agent.....	572.0	3,587,125	575	3,787,114	597	3,966,828
GS-5. \$5,181 to \$6,720:						
Special agent.....	1,787.0	9,838,340	1,863	10,666,817	1,873	10,793,152
GS-4. \$4,641 to \$6,045:						
Special agent.....	2,141.0	10,150,045	2,186	10,699,948	2,200	10,778,897
GS-3. \$4,149 to \$5,409:						
Special agent.....	2,374.0	9,794,610	2,472	10,548,443	2,443	10,396,347
GS-2. \$3,814 to \$4,975:						
Special agent.....	759.0	2,797,815	728	2,779,515	728	2,778,386
Ungraded positions at hourly rates equivalent to less than \$14,680:						
Special agent.....	153.0	936,765	151	964,137	151	966,279
Total permanent.....						
	15,497.0	130,319,455	15,877	128,937,918	16,022	140,534,305
Pay above the stated annual rate.....						
		486,035		516,947		523,547
Lapses.....						
	-939.3	-5,879,461	-736	-5,312,590	-736	-4,685,280
Positions abolished during the year.....						
	7.0	33,644				
Net savings due to lower pay scales for part of the year.....						
		-68,990		-1,275,722		
Net permanent (average number, net salary):						
United States and possessions.....	14,495.4	124,050,418	15,047	131,729,853	15,202	135,310,118
Foreign countries: U.S. rates.....	69.3	840,265	114	1,136,700	84	1,062,454
Positions other than permanent: Intermittent employment.....		16,646		28,877		29,008
Other personnel compensation:						
Overtime and holiday pay.....		6,717,519		6,950,637		7,362,980
Nightwork differential.....		291,122		298,774		301,600
Post differentials and cost-of-living allowances.....		195,153		151,169		152,681
Total personnel compensation.....						
		132,111,123		140,296,010		144,218,841
Salaries and wages in the foregoing schedule are distributed as follows:						
Direct obligations.....		130,788,668		139,154,889		143,378,123
Reimbursable obligations.....		1,322,455		1,141,121		840,718

Office of Economic Opportunity

OBJECT CLASSIFICATION

[In thousands of dollars]

	1965 actual	1966 estimate	1967 estimate		1965 actual	1966 estimate	1967 estimate
OFFICE OF ECONOMIC OPPORTUNITY				ALLOCATION ACCOUNTS			
Personnel compensation:				Personnel compensation:			
11.1 Permanent positions.....	3,924	16,155	21,739	11.1 Permanent positions.....	6,161	22,550	31,750
11.3 Positions other than permanent.....	2,011	1,250	735	11.3 Positions other than permanent.....	1,165	2,808	2,098
11.4 Special personal services payments.....	1,900	25,350	55,000	11.4 Special personal services payments.....	18	1	1
11.5 Other personnel compensation.....	313	601	700	11.5 Other personnel compensation.....	339	661	771
Total personnel compensation.....				Total personnel compensation.....			
	8,148	43,356	78,174		7,683	26,020	34,620
12.0 Personnel benefits.....	261	1,350	1,725	12.0 Personnel benefits.....	870	1,952	2,697
21.0 Travel and transportation of persons.....	1,335	6,295	6,500	21.0 Travel and transportation of persons.....	1,361	7,000	6,000
22.0 Transportation of things.....	156	100	100	22.0 Transportation of things.....	624	1,611	1,923
23.0 Rent, communications, and utilities.....	857	4,814	5,100	23.0 Rent, communications, and utilities.....	663	3,309	4,084
24.0 Printing and reproduction.....	1,113	4,338	3,950	24.0 Printing and reproduction.....	224	302	402
25.1 Other services.....	108,820	151,382	65,866				
25.2 Services of other agencies.....	17,449	7,536	7,500				
26.0 Supplies and materials.....	2,028	5,293	5,100				
31.0 Equipment.....	6,999	3,773	2,000				
41.0 Grants, subsidies, and contributions.....	235,882	628,663	888,835				
Total obligations, Office of Economic Opportunity.....							
	383,048	856,900	1,064,850				

Office of Economic Opportunity

OBJECT CLASSIFICATION

[In thousands of dollars]

	1965 actual	1966 estimate	1967 estimate		1965 actual	1966 estimate	1967 estimate
ALLOCATION ACCOUNTS—con.				PERSONNEL SUMMARY			
25.1 Other services.....	131,700	313,766	353,062	OFFICE OF ECONOMIC OPPORTUNITY			
25.2 Services of other agencies.....	3,586	5,274	9,100	Total number of permanent positions.....	1,150	2,150	2,350
26.0 Supplies and materials.....	3,902	14,612	26,229	Full-time equivalent of other positions.....	211	125	75
31.0 Equipment.....	6,642	3,418	6,269	Average number of all employees.....	1,103	1,775	2,275
32.0 Lands and structures.....	30,086	20,110	5,000	Average GS grade.....	9.5	9.7	9.5
41.0 Grants, subsidies, and contributions.....	115,662	161,093	210,064	Average GS salary.....	\$9,524	\$9,827	\$9,792
Total obligations, allocation accounts.....	302,709	558,467	659,350	ALLOCATION ACCOUNTS			
99.0 Total obligations.....	685,757	1,415,367	1,724,200	Total number of permanent positions.....	2,656	4,586	4,883
Obligations are distributed as follows:				Full-time equivalent of other positions.....	139	323	246
Office of Economic Opportunity.....	383,048	856,900	1,064,850	Average number of all employees.....	1,017	3,250	4,600
Agriculture.....	32,527	73,024	86,050	Average GS grade.....	7.8	7.8	7.8
Health, Education, and Welfare.....	116,427	155,443	195,000	Average GS salary.....	\$7,000	\$7,200	\$7,500
Interior.....	21,555	71,000	83,000				
Labor.....	132,200	259,000	290,300				
Small Business Administration.....			5,000				

Office of Economic Opportunity, economic opportunity program—Schedule of personnel compensation paid from funds available to the Office of Economic Opportunity

	1965 actual		1966 estimate		1967 estimate	
	Number	Total salary	Number	Total salary	Number	Total salary
Grades and ranges:						
Special positions at rates equal to or in excess of \$25,382:						
Director, OEO.....	1	\$30,000	1	\$30,000	1	\$30,000
Deputy director, OEO.....	1	28,500	1	28,500	1	28,500
Assistant director.....	3	81,000	3	81,000	3	81,000
Assistant director, R.P.P. & E.....	1	26,000	1	26,000	1	26,000
GS-18, \$25,382:						
Administrative officer.....	1	24,500	1	25,382	1	25,382
Assistant director, congressional relations.....	1	24,500	1	25,382	1	25,382
Assistant director, interagency relations.....	1	24,500	1	25,382	1	25,382
Assistant director, management.....	1	24,500	1	25,382	1	25,382
Associate director, operations, CAP.....	1	24,500	1	25,382	1	25,382
Associate director, program planning development, CAP.....	1	24,500	1	25,382	1	25,382
Deputy director, VISTA.....	1	24,500	1	25,382	1	25,382
Deputy director, Job Corps.....	1	24,500	1	25,382	1	25,382
Director, regional office.....	3	73,500	3	76,146	3	76,146
General counsel.....	1	24,500	1	25,382	1	25,382
GS-17, \$22,217 to \$25,325:						
Administrative officer.....	3	64,335	3	75,975	4	101,300
Assistant director, inspections.....	1	24,445	1	25,325	1	25,325
Assistant director, private groups.....	1	24,445	1	25,325	1	25,325
Associate director, enrollee activities, Job Corps.....	1	21,445	1	22,217	1	22,217
Associate director, program development and field operations, VISTA.....	1	21,445	1	22,217	1	22,994
Associate director, urban centers, Job Corps.....	1	22,945	1	24,548	1	24,548
Associate director, program support, CAP.....	1	21,445	1	22,994		
Associate director, recruitment and community relations, VISTA.....	1	21,445	1	22,217	1	22,994
Director, regional office.....	4	85,780	4	88,868	4	91,976
Director, research and plans division, R.P.P. & E.....	1	21,445	1	22,994	1	23,771
Assistant director, public affairs.....	1	24,500	1	24,548	1	24,548
GS-16, \$19,619 to \$25,043:						
Administrative officer.....	2	37,870	2	39,238	2	39,238
Associate director, selection and training, VISTA.....	1	18,935	1	19,619	1	19,619
Director, budget and finance division, management.....	1	20,245	1	20,975	1	21,653
Director, community and public relations, Job Corps.....	1	18,935	1	19,619	1	19,619
Director, men's centers division, Job Corps.....	1	18,935	1	19,619	1	19,619
Director, program development and evaluation.....	1	18,935	1	9,619	1	19,619
Director, program and evaluation division, R.P.P. & E.....	1	19,590	1	20,975	1	21,653
Director, women's centers division, Job Corps.....	1	18,935	1	20,297	1	20,975
Executive secretary.....	1	18,935	1	20,297	1	20,975
Program manager.....	10	190,005	10	202,970	10	202,970
GS-15, \$17,055 to \$22,365:						
Accountant.....	1	17,030	1	17,055	8	52,345
Administrative officer.....	14	230,440	45	770,425	40	678,125
Attorney.....	3	52,230	9	158,215	10	174,680
Attorney adviser.....	1	16,460	2	34,110	4	68,220
Audio visual specialist.....			1	17,055	1	17,645
Auditor.....			1	17,055	1	17,645
Budget officer.....	1	17,600	1	18,825	1	18,825
Communications specialist.....	1	16,460	1	17,645	1	18,235
Communications relations specialist.....	1	16,460	1	17,645	1	18,235
Contract specialist.....			2	34,110	2	35,290
Director, audit division, management.....	1	18,170	1	18,825	1	18,825
Director, community relations division, VISTA.....	1	17,055	1	17,645	1	17,645
Director, contracts division, management.....	1	17,055	1	17,645	1	17,645
Director, field operations division, inspection.....	1	16,460	1	17,055	1	17,055
Director, field operations division, VISTA.....	1	16,460	1	17,055	1	17,645
Director, headquarters operations division, inspection.....	1	17,055	1	17,055	1	17,645
Director, installations and logistics division, Job Corps.....	1	17,055	1	17,055	1	17,645
Director, management analysis division, management.....	1	18,170	1	19,415	1	19,415
Director, management support division, management.....	1	17,055	1	17,055	1	17,055
Director, program development division, VISTA.....	1	17,055	1	17,055	1	17,645
Director, recruitment division, VISTA.....	1	16,460	1	17,645	1	18,235
Director, rural task force, CAP.....	1	17,055	1	17,055	1	17,645
Director, selection division, VISTA.....	1	17,055	1	17,055	1	17,645
Director, State related centers office, Job Corps.....	1	17,055	1	17,055	1	17,645
Director, training division, VISTA.....	1	17,055	1	17,055	1	17,645
Director, urban centers program division, Job Corps.....	1	17,055	1	17,055	1	17,645
Economist.....	2	32,920	6	102,330	7	123,615
Education specialist.....	2	32,920	3	51,165	3	51,755
General engineer.....	1	16,460	1	17,645	1	18,235
Information specialist.....			1	17,055	1	17,645
Inspector.....	3	52,800	7	124,695	7	127,055
Liaison officer.....			2	38,240	2	38,830

Office of Economic Opportunity, economic opportunity program—Schedule of personnel compensation paid from funds available to the Office of Economic Opportunity—Continued

	1965 actual		1966 estimate		1967 estimate	
	Number	Total salary	Number	Total salary	Number	Total salary
Grades and ranges—Continued						
GS-15. \$17,055 to \$22,365—Continued						
Logistics specialist	1	\$16,460	1	\$17,645	1	\$18,235
Medical specialist	1	16,460	2	34,110	2	34,700
Personnel specialist	1	17,030	1	18,235	1	18,235
Placement specialist	1	16,460	5	85,275	5	87,635
Program analyst	15	249,180	15	244,670	18	319,380
Psychiatrist			1	17,055	1	17,645
Program manager	37	730,220	75	1,363,465	75	1,387,562
Programmer	1	16,460	1	17,055	1	17,645
Property and supply specialist			1	17,055	1	17,645
Public information specialist			1	17,055	2	34,700
Sociologist			1	34,110	2	35,290
Statistician	1	16,460	3	51,165	3	52,345
Systems analyst			1	17,055	1	17,645
Training specialist	1	16,460				
Visual information specialist	1	16,460	1	17,645	1	18,235
Writer			4	68,220	4	70,580
GS-14. \$14,680 to \$19,252:						
Accountant	1	16,620	4	62,784	4	59,736
Accounting technician			1	14,680	1	14,680
Administrative assistant			2	29,360	2	30,376
Administrative officer	23	328,360	18	269,320	18	264,291
Attorney	3	43,490	3	45,564	2	29,360
Budget analyst	1	14,170	3	44,548	4	60,752
Auditor	2	29,810	3	44,548	6	96,112
Classification specialist	1	14,170	1	14,680	1	15,696
Community relations specialist	1	14,660	1	15,696	1	16,204
Contract specialist	3	42,510	4	58,720	4	60,752
Education specialist	4	56,080	7	105,300	7	108,348
Financial manager	1	14,170	1	14,680	1	15,188
Information specialist			1	14,680	1	15,188
Inspector	2	31,280	8	120,488	11	184,796
General engineer	3	45,940	6	92,144	6	93,668
Liaison officer			7	102,760	7	106,316
Logistics specialist	1	14,170	1	15,188	1	15,696
Management analyst	2	28,340	3	45,056	3	46,580
Media specialist			2	29,360	2	29,360
Medical specialist			1	14,680	1	15,696
Morale and welfare officer			1	14,680	1	15,188
Personnel specialist			1	15,696	1	16,204
Planning officer	1	14,660	1	14,680	1	15,188
Procurement specialist			1	14,680	1	15,188
Program analyst	17	245,790	46	691,564	43	664,768
Program evaluation analyst	1	14,170	5	73,908	7	105,808
Program manager	28	390,760	93	1,367,379	51	1,214,988
Property and supply specialist	1	16,130				
Psychologist	2	28,340	8	117,440	8	76,956
Public information specialist	10	145,130	10	152,896	10	152,896
Research specialist					1	14,680
Systems analyst			4	58,720	5	75,432
Traffic management specialist	1	14,170	1	15,188	1	15,696
Training specialist	1	14,170	6	88,080	8	120,050
GS-13. \$12,510 to \$16,245						
GS-12. \$10,619 to \$13,931	113	1,377,675	226	2,871,330	230	2,960,820
GS-11. \$8,961 to \$11,715	125	1,290,209	225	2,426,075	255	2,786,116
GS-10. \$8,184 to \$10,704	79	693,149	150	1,365,570	190	1,746,960
GS-9. \$7,479 to \$9,765	2	15,800	1	33,296	4	34,976
GS-8. \$6,869 to \$8,921	84	618,786	150	1,139,630	170	1,308,260
GS-7. \$6,269 to \$8,132	13	91,728	20	138,520	20	139,631
GS-6. \$5,702 to \$7,430	111	695,045	200	1,272,430	225	1,449,855
GS-5. \$5,181 to \$6,720	51	303,086	144	544,436	105	615,712
GS-4. \$4,641 to \$6,045	151	772,932	270	1,419,390	305	1,623,810
GS-3. \$4,149 to \$5,409	116	536,107	210	989,274	240	1,144,884
GS-2. \$3,814 to \$4,975	32	130,878	60	253,140	65	278,085
GS-1. \$3,507 to \$3,578	9	40,480	20	77,570	20	78,860
	5	16,925	20			
Total permanent	1,150	11,060,730	2,150	21,191,801	2,350	23,118,675
Pay above the stated annual rate		\$42,157		\$81,678		\$88,918
Lapses	-750	-7,138,455	-500	-4,869,160	-150	-1,468,800
Positions filled by military personnel	-3	-40,184				
Net savings due to lower pay scales for part of year				-249,040		
Net permanent (average number, net salary)	397	3,924,248	1,650	16,155,289	2,200	21,738,793
Positions other than permanent:						
Temporary employment		402,496		250,000		135,000
Intermittent employment		1,608,504		1,000,000		600,000
Special personal services payments:						
Compensation of Job Corps enrollees		1,091,400		21,000,000		44,000,000
Compensation of VISTA volunteers		86,325		4,300,000		11,000,000
Payments to other agencies for reimbursable details		722,117		50,000		
Other personnel compensation: Overtime and holiday pay		313,027		600,621		700,207
Total personnel compensation		8,148,117		43,355,910		78,174,000

Peace Corps—Salaries and expenses

	1965 actual		1966 estimate		1967 estimate	
	Number	Total salary	Number	Total salary	Number	Total salary
Grades and ranges:						
Special positions established by the Peace Corps Act of Sept. 22, 1961 (22 U.S.C. 2506) (as amended by Public Law 89-301):						
Director	1	\$28,500	1	\$28,500	1	\$28,500
Deputy director	1	27,000	1	27,000	1	27,000
Associate director for program development and operations	1	26,000	1	26,000	1	26,000
Associate director for volunteers	1	26,000	1	26,000	1	26,000

Peace Corps—Salaries and expenses—Continued

	1965 actual		1966 estimate		1967 estimate	
	Number	Total salary	Number	Total salary	Number	Total salary
Grades and ranges—Continued						
Special positions established by the director, Peace Corps:						
Associate director	1	\$24,500				
General counsel	1	24,500				
Staff adviser for international programs	1	24,500				
Special assistant to the director	1	21,445				
Director, operations division	4	80,980				
Director, staff division	1	18,935				
Development officer	2	37,870				
Deputy director, operations division	3	62,590	1	\$22,210	1	\$22,210
Director, personnel division	1	19,310				
International relations officer	1	16,460				
Selection officer	1	18,240				
Liaison officer	2	29,795				
Management officer	2	37,590	2	38,900	2	38,900
Planning and evaluation officer	2	31,280				
Program officer	1	17,210				
Coordinator for Puerto Rico	1	14,170				
General schedule positions:						
GS-17, \$22,217 to \$25,325: Deputy associate director	1	21,445				
GS-16, \$19,619 to \$25,043:						
Director, budget and finance	1	20,245				
Director, operations division	1	19,590				
GS-15, \$17,055 to \$22,365:						
Chief, administrative services division	1	20,450				
Accountant	1	18,170	1	18,825	1	18,825
Auditor	1	17,600	1	18,235	1	18,235
Budget officer	1	17,600	1	18,235	1	18,235
Congressional relations officer	1	16,460				
Liaison officer	4	72,680	2	37,650	2	37,650
Planning and evaluation officer	3	52,230	1	17,645	1	17,645
Program officer	3	53,370				
Psychologist	1	17,600				
Development officer	3	50,520				
Special assistant to the director	2	35,200				
Staff analyst			1	21,185	1	21,185
GS-14, \$14,680 to \$19,252:						
Deputy chief, administrative services division	1	15,150				
Attorney adviser	1	14,170				
Auditor	1	14,170	1	15,188	1	15,188
Budget analyst	1	14,660				
Contract specialist	1	16,130				
Medical officer	1	16,130				
Accountant	1	14,170	1	14,680	1	14,680
Development officer	6	86,490				
International relations officer	1	14,660	1	15,188	1	15,188
Liaison	2	28,830				
Management analyst	1	14,660	1	15,188	1	15,188
Personnel officer	3	42,510	1	44,040	1	44,040
Planning and evaluation officer	2	31,280				
Psychologist	4	57,660	2	29,868	1	29,868
Chief, administration services division			1	16,204	1	16,204
Field assessment officer	2	29,810				
GS-13, \$12,510 to \$16,425:	37	456,415	10	128,578	10	128,578
GS-12, \$10,619 to \$13,931:	40	422,425	18	200,704	18	200,704
GS-11, \$8,961 to \$11,715:	48	422,180	11	100,715	11	100,715
GS-10, \$8,184 to \$10,704:	1	8,710				
GS-9, \$7,479 to \$9,765:	87	653,855	29	232,240	29	232,340
GS-8, \$6,869 to \$8,921:	9	66,270	8	61,787	8	61,787
GS-7, \$6,269 to \$8,132:	106	680,100	65	450,142	65	450,142
GS-6, \$5,702 to \$7,430:	63	398,620	41	253,188	41	253,188
GS-5, \$5,181 to \$6,720:	75	401,565	53	291,582	53	291,582
GS-4, \$4,641 to \$6,045:	73	347,490	22	112,054	22	112,054
GS-3, \$4,149 to \$5,409:	37	159,930	9	42,087	9	42,087
GS-2, \$3,814 to \$4,975:	18	71,065	4	17,322	4	17,322
GS-1, \$3,507 to \$4,578:	4	13,655				
Grades established by the Foreign Service Act of 1946, as amended (22 U.S.C. 801-1158) (as amended Public Law 89-301):						
Foreign service reserve officer:						
Class 1, \$23,465 to \$25,382:	13	306,590	22	540,056	22	563,521
Class 2, \$18,954 to \$22,902:	43	854,580	60	1,191,912	65	1,286,682
Class 3, \$15,395 to \$18,599:	37	599,775	126	2,032,741	131	2,112,920
Class 4, \$12,510 to \$15,120:	44	566,580	71	920,813	79	1,020,893
Class 5, \$10,303 to \$12,451:	36	379,895	61	660,652	69	743,056
Class 6, \$8,594 to \$10,364:	35	304,005	75	682,610	82	742,768
Class 7, \$7,262 to \$8,726:	48	355,750	105	796,388	117	883,532
Class 8, \$6,269 to \$7,511:	1	19,950	36	234,137	36	234,137
Foreign service staff officer:						
Class 1, \$15,395 to \$20,201:	1	15,375	1	37,726	2	37,726
Class 2, \$12,510 to \$16,425:	1	12,075	1	12,510	1	12,510
Class 3, \$10,303 to \$13,525:			1	11,019	1	11,019
Class 4, \$8,594 to \$11,249:			1	10,069	1	10,069
Class 5, \$7,749 to \$10,125:	4	33,490	33	267,921	34	275,670
Class 6, \$6,998 to \$9,095:	7	51,335	5	37,788	5	44,786
Class 7, \$6,428 to \$8,336:	13	85,995	14	97,006	15	103,434
Class 8, \$5,688 to \$7,416:	10	59,340	63	399,339	64	405,411
Class 9, \$5,190 to \$6,729:	11	58,245	56	296,472	56	296,472
Class 10, \$4,641 to \$6,045:	1	36,890	49	240,166	49	240,166
Unenumerated positions: \$3,507 to \$5,409:			50	206,578	50	206,578
Ungraded positions at annual rates equivalent to less than \$14,680:	97	200,210	65	134,160	65	134,160
Total permanent	1,095	9,472,875	1,190	11,151,203	1,240	11,706,650
Pay above stated annual rate		36,434		42,889		45,025
Lapses	36	688,663	48	954,092	52	871,675
Net savings due to lower pay scale for part of year		2,976		106,000		
Net permanent (average number, net salary):						
United States and possessions:	687	5,664,234	748	6,498,000	773	6,824,000
Foreign countries:						
U.S. rates:	257	2,926,430	304	3,450,000	351	3,924,000
Local rates:	145	227,006	90	186,000	64	132,000

Peace Corps—Salaries and expenses—Continued

	1965 actual		1966 estimate		1967 estimate	
	Number	Total salary	Number	Total salary	Number	Total salary
Positions other than permanent:						
Temporary employment: United States and possessions.....		\$38,781		\$74,000		\$74,000
Intermittent employment:						
United States and possessions.....		528,082		847,000		649,000
Foreign countries:						
U.S. rate.....		20,847		50,000		50,000
Local rates.....		7,900		12,000		12,000
Special personal service payments:						
Volunteer costs—readjustment allowance.....		9,974,829		12,895,000		14,208,000
Payments to other agencies for reimbursable details.....		1,222,029		1,342,000		1,616,000
Other personnel compensation: Overtime and holiday pay.....		370,607		387,000		383,000
Total personnel compensation.....		20,980,745		25,741,000		27,872,000

Mr. GOODELL. I thank the gentleman from Minnesota.

I would only add this comment. It is a tragic irony that we have a program called the "War on Poverty" that is administered by an agency that has the highest paid administrators on the average in the Government with one exception. The Atomic Energy Commission, that does have the physicists and other highly educated gentlemen with professional degrees.

It is an irony, when we are trying to cope with a problem such as this, that our colleagues come down here and deftly defend such exorbitant salaries. But still it is an awkward position to be in for them when they talk about administering a poverty program and defend such high salaries in contrast to the HEW, administering a variety of programs intended to help the less fortunate in our country, involving such complex tasks as medical research, and other highly technical programs and where the ratio there is one supergrade to something like 396 employees. We are talking about in the OEO of one supergrade for every 42 or 43 employees. If they were arguing for 10 or 12 or 15 employees in that ratio, then the gentleman who just preceded me in the well and others who are defending this might have a little better case.

In this instance we are talking about salary ratios in existing agencies that are way, way below what the OEO has reached in terms of salaries.

We are not going to have the time here nor will we have the time at this late hour in this session of the Congress to go into all the details of this conference report.

Let me sum it up with one thought. In conference we predictably did virtually nothing to redirect this program in a meaningful manner. There are some improvements. The improvements are primarily peripheral and superficial and designed to treat symptoms and not the causes of the problems.

I say to you this bill is going to become law and it is going to produce more scandals in the years ahead and more waste and more diversion of funds away from the poor, if any of you can believe it is possible, than the existing law. We have not only failed to correct many of the serious defects in the present legislation, but we have added new programs and we have done it on the same pattern that caused the original problems. We have added new programs without definition and without standards with large

amounts of money that will be spent according to the judgments and prescriptions of administrators in the OEO.

The Congress has once again abdicated its responsibility to set up these programs with proper standards.

To give you two illustrations of the unhappy situation that we are in legislatively—many of us have been urging the transfer of adult basic education to the Office of Education. This was one of the variety of transfers that we recommended in the Republican amendments on the floor and in the substitute—our Opportunity Crusade.

In order to win the votes to transfer the adult basic education program to the Office of Education, do you know what we had to do? We had to set up another adult basic education program that the OEO can run and give it \$7 million. So we are going to transfer the existing adult basic education program into the Office of Education, and at the same time create a new one that the poverty officials can administer.

Here we go again, the same kind of routine that we have had in the past.

Mr. PERKINS. Mr. Speaker, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman from Kentucky, who, I must say, worked very hard to get the present adult basic education program transferred into the Office of Education.

Mr. PERKINS. I thank my colleague for his compliment. Is it not true that under the personal community action program, at the present time \$315 million, as much of that money can be expended for adult basic education as the Director wants to spend?

Mr. GOODELL. I agree with the gentleman. When we came to the question, and we talked about this in the conference, of trying to put in a prohibition, as the other body did, against any money in the poverty program being used for adult basic education, we were then dealing in an area where many programs might overlap and be considered at least partially adult basic education. That situation would have been impossible, and we rejected the Senate amendment that barred any of these funds being used in any way for adult basic education.

Mr. PERKINS. The gentleman recalls that he served on the subcommittee several years ago when we were unable to get an adult basic education program enacted, back in 1961, 1962, and 1963, through the action of the Rules Committee. But the poverty bill was in

the markup stage before we decided to put the adult basic education program in the Economic Opportunities Act. But our basic reason for trying to get an Adult Basic Education Act was to create the incentive all over the country so that the States would come forth with an adult basic education program. And that was the truth.

The Office of Education has been administering the program under delegated authority, and the transfer here will not make one particle of difference. Am I correct?

Mr. GOODELL. I agree with the gentleman that the Office of Education has been essentially administering this program. I do not agree that it will make no particle of difference, because we have had a situation where the Office of Education and the top people have had to come to OEO with hat in hand even to get funds for the program.

Mr. PERKINS. I agree with that statement.

Mr. GOODELL. That is why the gentleman from Kentucky and I and others were so anxious to get it transferred to the Office of Education and let them have the responsibility.

I think the gentleman will also agree with me that in the conference we did discuss and make clear that the majority wanted \$7 million of this money, that he indicated was available, to be used for adult basic education in OEO. This gives them the authority to continue adult basic education courses up to an amount of approximately \$7 million.

Mr. PERKINS. That is correct, but it did not add anything or take anything away, in my judgment, because the Director still had the authority to expend funds for adult basic education under the personal community action funds. So we did add \$7 million.

The SPEAKER pro tempore. The time of the gentleman from New York has expired.

Mr. PERKINS. Mr. Speaker, I yield 3 additional minutes to the gentleman from New York.

Mr. GOODELL. Of course, what the gentleman has said is true. We have written a community action program that in effect gives the Director of OEO authority to go into any field providing he deems it will help to eliminate poverty. In addition, we have failed to write specific standards. We have failed to say, "We do not want you in OEO to set up parallel and overlapping programs to the Office of Education adult basic education program." They can go

ahead and set up their own programs parallel to the existing adult basic education programs administered in the Office of Education, and this is very unfortunate.

Mr. DENT. Mr. Speaker, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman from Pennsylvania.

Mr. DENT. I agree that he can do it, but with your permission I would like to say that the temper of the conference was that they were setting up a \$7 million authority because of the fact that we wanted the Office of Economic Opportunity to give consideration to adult education programs that would not necessarily come under the type of programs that we have under HEW.

Is it not true that the whole move in that conference was dictated by the fact that the Senate had put \$40 million into elementary education for basic adult education, and given us an opportunity to take \$17 million plus we had set up out of the 26 plus 5 and given us an opportunity to have this \$17 million plus \$27 million already allocated, which can be recovered, we believe, by OEO, thereby to give us some money to fund the program the Senate insisted on but did not put any money in to fund.

Mr. GOODELL. Of course, I would agree that the House was enabled in the conference to do what the House refused to do on the House floor, transfer adult basic education over to the Office of Education.

I would also agree with the gentleman that we did discuss this whole problem of how much money could be transferred from one to another.

The fact remains that we have come up with a conference report that does not eliminate duplication. As a matter of fact, it encourages further duplication in this field.

The prevailing tenor, throughout our discussions with reference to the Office of Economic Opportunity, keeps coming back to references that they are the only ones, in OEO, who seem to know how to run programs to eliminate poverty. We have reached the point that anybody in an existing agency who may have been trying to fight poverty for decades is turned aside with the statement, "No; those programs have never worked; we have to have a completely fresh and new approach and we must do it through the OEO."

The SPEAKER pro tempore. The time of the gentleman from New York has expired.

Mr. PERKINS. Mr. Speaker, I yield the gentleman 1 additional minute.

Mr. GOODELL. I thank the gentleman.

I have one final illustration. We have set up in this bill, section 113(a) in the conference report, page 5, a new program, an addition to the neighborhood youth corps for so-called on-the-job training.

Once again there is great irony. This is a program in which we can pay for training and equipment for people who are on the job. We cannot pay any of their wages. It is a duplication and overlap of the present on-the-job training

program in the Manpower Development and Training Act. Once again we are going to give the poverty office authority to run a parallel or overlapping program when we have an existing, on-going program. If we wanted to incorporate this program it should have been done as an extension of the Manpower Development and Training Act.

Mr. PERKINS. Mr. Speaker, I yield such time as he may consume to the gentleman from Michigan [Mr. WILLIAM D. FORD].

Mr. WILLIAM D. FORD. Mr. Speaker, I ask unanimous consent that the gentleman from Ohio [Mr. GILLIGAN] may be permitted to extend his remarks at this point in the RECORD and include extraneous matter.

The SPEAKER pro tempore. Is there objection to the request of the gentleman from Michigan?

There was no objection.

Mr. GILLIGAN. Mr. Speaker, during the debate on the Economic Opportunity Act, Members of the House showed some considerable interest in the allegations that poverty workers were involved in partisan politics during the voter registration drive in Cincinnati, Ohio. Operation REV-UP—that is, register every voter—was sponsored by many citizen groups, and included the neighborhood council people working under the community action program.

The only documented case was the one I cited on the floor—that of Mr. Ben Simpson, who is working for the Taft committee.

It occurred to me that Members of the House might also be interested in learning what has transpired since the occasion.

Mr. Speaker, the following letter to Mr. John Turner, district representative of the Neighborhood Youth Corps from Mr. Harry T. Martin, Citizens' Committee on Youth executive director regarding the disposition of the case of Ben Simpson, Neighborhood Youth Corps developer, who was involved in political activity, clearly sets forth the policy of the Citizens' Committee on Youth with respect to participation in partisan politics by staff employees:

THE CITIZENS' COMMITTEE ON YOUTH,
Cincinnati, Ohio, September 28, 1966.

Re disposition of case of Ben Simpson, NYC, job developer, involved in political activity.

To: Mr. John Turner, District Representative of NYC.

From: Harry T. Martin, CCY executive director.

CHRONOLOGY

It came to the attention of the CCY Executive Director on the evening of September 26, 1966, via Congressman GILLIGAN's Cincinnati Office, that Ben Simpson, of the NYC staff had declared himself candidate Robert Taft's campaign chairman and was editing a newsletter on his behalf. An item of even more specific concern was an editorial that Mr. Simpson had written (including his picture) which belittled the work (past and present) of Congressman GILLIGAN—Bob Taft's opponent—and praising the alleged accomplishments of candidate Taft.

The efforts of the Executive Director to reach Mr. Simpson that evening were unsuccessful, but on the following morning an appointment was made with him for 2:00

P.M. that afternoon, immediately following a CCY executive committee meeting which was scheduled for 11:15 A.M. on the morning of the 27th. In the meantime, Mrs. GILLIGAN's office had sent to the Executive Director, a copy of the aforementioned newsletter and editorial.

The matter of Mr. Simpson was brought before the Executive Committee and the following decision was made immediately:

"That Mr. Simpson immediately desist from all political participation or be immediately placed on an indefinite leave of absence without pay. Any further evidence of political activity on his part will result in immediate dismissal".

The Executive Committee also approved the enclosed interim policy governing outside staff activities, until such time as the CCY Board adopts a final policy on political activity.

At the meeting of the Executive Director with Mr. Simpson that afternoon, this position was made clear to him and he elected to desist from any further political activity, with the understanding that he would be summarily dismissed if there was any further evidence of such activity.

Still to be decided, is whether or not Mr. Simpson should be required to make a public announcement of his retirement from political activity. The only argument against this is the possibility of stirring up even more political controversy than is already the case. In any case, he is being required to sign a statement that he understands and will abide by the policy position of the Executive Committee.

I trust this gives a clear picture of what has occurred. It certainly has forcibly pointed up to us the need for sharper definition of policies related to this area of staff activity.

Yours very truly,

HARRY T. MARTIN,
Executive Director.

Mr. Speaker, I also call attention to the following letter dated July 12, 1966, with respect to the policy of the Citizens' Committee on Youth, as well as the memorandum dated September 27, 1966, making it very clear that it is contrary to the policy of the Office of Economic Opportunity for staff people to engage in any partisan political activity.

JULY 12, 1966.

To: Executive Committee.

From: Personnel Committee.

Subject: Regulation of personnel activities.

In view of the lack of unanimity within the Executive Committee and the Board of Trustees regarding a positive stand on the matter of political activity on the part of staff personnel and in view of the lack of a positive stand on the part of pertinent Federal Agencies in this regard, your Personnel Committee recommends no action at this time on this controversial matter.

Instead your Personnel Committee recommends adoption by the Executive Committee (Board concurrence should be unnecessary) of the following policies regarding conduct of Staff Personnel, whether engaged in direct CCY projects or projects contracted by CCY with Federal Agencies:

1. Staff personnel is subject to immediate termination if personal activities or conduct should be such as to lend destruction to the traditional and desirable public image of the CCY as an organization dedicated to the improved welfare of the youth of the City of Cincinnati, regardless of race, creed, or political affiliation.

2. Staff personnel is subject to immediate termination should personal activities be such as to detract from their full time devotion to their specific position responsibilities.

3. It is the combined responsibility of the Executive Director of the CCY and the Execu-

tive Committee to identify and to act upon any deviations from the above-stated policies.
Respectfully submitted.

MEMORANDUM

SEPTEMBER 27, 1966.

To: Executive directors and project directors.
From: John E. Hansan, executive director,
Community Action Commission.
Subject: Political activity of staff during
working hours.

As election time nears, there is more and more excitement generated in the community, in and around the matter of political activity. I am writing to urge you as a Director to make it very clear that it is contrary to your contract with us and the Office of Economic Opportunity policies for staff to engage in any partisan political activity during working hours or in any capacity in which they are identified as staff.

If you have knowledge of any instances where this has occurred, I would appreciate having a personal report from you in order that I may be able to answer critics if the matter is brought out.

While I have the utmost confidence in each of you and your key staff, I do know there are times that things happen without the full knowledge of the Director. For this reason I am asking your help in taking extra precautions.

The War-On-Poverty is a big enough fight without our having to use valuable time and energy answering critics who are continuously searching for weak points.

I am attaching a revised CAP Memo 23-A (23-A Superseded CAP Memo No. 23). I think you will find this CAP Memorandum much more acceptable. Please become very familiar with it. I will be in touch with you in the near future about questions you may have about this memo.

This would indicate quite clearly that the activity of an individual engaged in partisan politics was contrary to the policy of the Neighborhood Youth Corps and the Citizens' Committee on Youth.

Mr. PERKINS. Mr. Speaker, I yield 1 minute to the gentleman from New Jersey [Mr. PATTEN].

Mr. PATTEN. Mr. Speaker, there has been some discussion in this debate of the Job Corps at Kilmer, which is in my district. I want the House to know, that after a lot of soul searching and activity by advisory groups representing the finest people in our county, it is my considered opinion, after watching the press and watching all reports and talking to the mayors of the towns in the vicinity, that our people want the Kilmer Job Corps to stay and we feel that we should continue our efforts in what is really a tough job, and which will continue to have many problems, for the sake of the several thousand young men at the Job Corps Center.

I have kept tabs on this center, and have kept the gentleman from Florida [Mr. GIBBONS] in touch with all of the publicity, the articles, and the editorials all year long. This is the first time that I have ever expressed myself on the subject.

Mr. Speaker, I hope this conference report passes.

Mr. BURTON of California. Mr. Speaker, I would like to report to this House on the singularly outstanding work done by an organization known as Youth for Service during the recent disturbance in the Hunter's Point area of San Francisco. I believe this report will

be of particular interest to my colleagues because Youth for Service is an agency which has received and put to work funds voted by the House in support of the war on poverty. I should add that Youth for Service also is an agency of the local United Bay Area Crusade.

Youth for Service is interracial, non-sectarian and nonpolitical. The core of the agency is the streetworkers who are former gang members and who have returned to the ghetto as ambassadors of society. They work daily with the youth of Hunter's Point and other areas of our city where they can be helpful—counseling, helping to find jobs, or just treating a boy to a hamburger. Youth for Service workers never carry weapons, even in a time of crisis. They may often ask youths to surrender their weapons, but they never order them to do so. The motto is "Ask Me—Don't Tell Me."

During the days of difficulty at Hunters Point the young men of this organization moved into the neighborhood in full strength, implementing Operation Freeze Baby—a preplanned operation for times of crisis which calls for all YFS workers to operate on a 24-hour basis, keeping in close personal contact with all tension areas. A command post at the YFS office keeps tally sheets on all the workers' whereabouts and records up-to-the-minute reports on the situation.

During the Hunters Point crisis, YFS set up an auxiliary headquarters in my own neighborhood office at 1600 Oakdale Avenue, in the heart of the area of strife. From this office, staff directors supervised the activity of staff street workers, street work interns from the youth leadership training project, and street worker aids from the Neighborhood Youth Corps program. In addition, YFC enlisted the aid of some 134 peace monitors—recognized leaders among young men of Hunters Point.

Throughout the time of trouble, these young men moved through the streets at great risk to their own safety, urging the crowds to "keep cool." They assumed the task of removing little children from danger areas. They organized a peace patrol which has been given a great deal of the credit for quelling the trouble. At one point, through a mixup in communication, the police riot squad attacked the group with sticks and they were forced to retreat to my office—their headquarters—until the problem could be straightened out. Then they went forth again, even with the riot squad shooting over peoples' heads, and were able to move many people up the hill and out of the immediate riot area. As the situation grew worse, one of the YFS peace monitors was wounded. Nevertheless, the young men worked continuously until the evening of the second day when the National Guard moved into the Hunters Point area. In addition, groups of YFS workers were dispatched into other parts of the city where trouble flared up and they assisted greatly in cooling the situation before it got out of hand.

The third day, the workers moved through Hunters Point again, urging

people to "talk the peace and keep your cool." Quiet was maintained.

As the tension lessened in succeeding days, Youth for Service continued to work. Their peace patrol headquarters in my office was converted into a job clinic in an effort to help the young men of the area find gainful employment. It has been generally agreed that unemployment, unusually high in this area, is a base cause of the outbreak and a communitywide attempt to correct the situation is developing. Sponsors of the job clinic include the Neighborhood Youth Corps, Glide Foundation, and the chamber of commerce.

Youth for Service—in spite of the praise received from all segments of the community for their work—has by no means attempted to give the impression that it handled the problems alone. In fact, in preparing a report on the matter at my request, the director extended congratulations in behalf of the organization to Mayor John Shelley, a former Member of this House; Police Chief Thomas Cahill, and other city officials and civic leaders who painstakingly contributed to restoring and maintaining the peace.

Even so, San Franciscans who followed news of the trouble on radio and television and in the newspapers are fully aware of the outstanding work of Orville Luster, executive director of Youth for Service, and Percy Pinkney, director of streetwork for the organization. They and their young men worked day and night, for and beyond the line of duty, and must be given great credit for containing a situation which would have grown much worse without their help.

I think it is not incidental that my office was never attacked and suffered no damage during the time it was being used as a headquarters, even though vandalism was going on all around the neighborhood. To me, this is a clear indication of the respect which even those involved in the rioting have for this fine organization, Youth for Service.

I am proud that Mr. Luster has been a dear and long-time friend of mine. More than that, I am proud and deeply grateful for the service he and his young men performed for our city and, indeed, for mankind. I am sure that all the people of San Francisco share this feeling with me.

CONFERENCE REPORT (H. REPT. No. 2298)

The committee of conference on the disagreeing votes of the two Houses on the amendment of the Senate to the bill (H.R. 15111) to provide for continued progress in the Nation's war on poverty, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the House recede from its disagreement to the amendments of the Senate and agree to the same with an amendment as follows:

In lieu of the matter proposed to be inserted by the Senate amendment insert the following: That this Act may be cited as the "Economic Opportunity Amendments of 1966".

Authorization of appropriations

SEC. 2. (a) For purposes of carrying out the Economic Opportunity Act of 1964 (other than part C of title I thereof) there is here-

by authorized to be appropriated for the fiscal year ending June 30, 1967, the sum of—

- (1) \$696,000,000 for carrying out title I,
- (2) \$846,000,000 for carrying out title II,
- (3) \$57,000,000 for carrying out title III,
- (4) \$5,000,000 for carrying out section 402(b),

- (5) \$100,000,000 for carrying out title V,
- (6) \$15,000,000 for carrying out title VI,
- (7) \$31,000,000 for carrying out title VIII.

(b) (1) Of the sums available for carrying out title I of the Economic Opportunity Act of 1964 (other than part C thereof) in the fiscal year ending June 30, 1967, \$211,000,000 is authorized for carrying out part A thereof, \$410,000,000 is authorized for carrying out part B thereof, and \$75,000,000 is authorized for carrying out part D thereof.

(2) Of the sums available for carrying out title II of such Act in the fiscal year ending June 30, 1967, \$36,500,000 is authorized for carrying out section 205(d); \$36,500,000 is authorized for carrying out section 205(e); \$3,000,000 is authorized for carrying out section 206(b); \$352,000,000 is authorized for carrying out section 211-1(a); \$22,000,000 is authorized for carrying out section 211-1(b); \$61,000,000 is authorized for carrying out section 211-2; \$7,000,000 is authorized for carrying out section 211-3; \$323,000,000 is authorized for carrying out programs for which authorizations are not provided in the preceding clauses of this paragraph.

TITLE I—AMENDMENTS TO TITLE I OF THE ACT *Job Corps—Studies to be property of United States*

SEC. 101. (a) Section 103(a) of the Economic Opportunity Act of 1964 (hereinafter referred to as "the Act") is amended by inserting before the semicolon at the end thereof the following: "Provided, That such agreements shall provide that all studies, evaluations, proposals, and data produced or developed with Federal funds in the course of the operation of any conservation camp or training center shall become the property of the United States."

(b) Section 103(b) of the Act is amended by striking out "with reduced federal expenditures" and inserting in lieu thereof "at comparable costs".

Job Corps—High school equivalency certificates

SEC. 102. Section 103(b) of the Act is amended by inserting before the semicolon at the end thereof the following: "Provided, That such arrangements for education and training of enrollees in the Corps shall, to the extent feasible, provide opportunities for qualified enrollees to obtain education or training necessary to qualify them for the equivalent of a certificate of graduation from high school;"

Job Corps—Number of women in the Corps

SEC. 103. Section 104 of the Act is amended by adding at the end thereof the following new subsection:

"(e) The Director shall take such action as may be necessary to insure that, on or before July 1, 1967, the number of women in residence, and receiving training, at Job Corps conservation camps and training centers is not less than 23 per centum of the total number of enrollees in the Job Corps."

Job Corps—Maximum capacity of Job Corps camps and centers

SEC. 104. Section 104 of the Act is amended by adding at the end thereof (after the subsection added by section 103) the following:

"(f) The Director shall not use any funds made available to carry out his part for the fiscal year ending June 30, 1967, in such a manner as to increase the capacity of conservation camps and training centers of the Job Corps above the capacity of 45,000 enrollees in such camps and centers."

Job Corps—Maximum permissible cost per enrollee in centers

SEC. 105. Section 104 of the Act is amended by adding at the end thereof (after the subsection added by section 104) the following:

"(g) The Director shall take such action as may be necessary to insure that for any fiscal year the direct operating costs of Job Corps camps and centers which have been in operation for more than nine months do not exceed \$7,500 per enrollee in such camps and centers."

Job Corps—Community activity

SEC. 106. Section 104 of the Act is amended by adding at the end thereof (after the subsection added by section 105) the following:

"(h) Job Corps officials shall, whenever possible, stimulate formation of indigenous community activity in areas surrounding Job Corps camps and centers to provide a friendly and adequate reception of enrollees into community life."

Job Corps—Enrollee assignment

SEC. 107. Section 104 of the Act is amended by adding at the end thereof (after the subsection added by section 106) the following:

"(i) Whenever there is a vacancy in a Job Corps camp or center in the region in which an enrollee resides which is an appropriate camp or center to meet the needs of the enrollee as determined by the Director, such enrollee shall be assigned to such camp or center. If no such vacancy exists, the enrollee shall be assigned to the Job Corps camp or center offering programs and activities appropriate to meet the needs of the enrollee as determined by the Director, which is nearest to the residence of such enrollee."

Job Corps—Follow-up information

SEC. 108. Section 104 of the Act is amended by adding at the end thereof (after the subsection added by section 107) the following:

"(j) The Director shall to the maximum extent feasible assure that each enrollee who successfully completes enrollment in the Corps furnishes to him six months and eighteen months after such completed enrollment the following information:

"(1) The place of residence of such enrollee;

"(2) The employment status of such enrollee;

"(3) The compensation received by such enrollee in his current job and the compensation received by him in the job, if any, immediately preceding his current job; and

"(4) Such other relevant information determined by the Director to be necessary for an effective follow-up."

Job Corps—Application of Federal Employees' Compensation Act

SEC. 109. Section 106(c)(2)(B) of the Act is amended by striking out "\$150, except that with respect to compensation for disability accruing after the individual concerned reaches the age of twenty-one, such monthly pay shall be deemed to be".

Job Corps—Standards of conduct

SEC. 110. Part A of title I of the Act is amended by adding at the end thereof the following:

"Standards of conduct"

"SEC. 111. (a) Within Job Corps camps and centers, standards of conduct and deportment shall be provided and stringently enforced. In the case of violations committed by enrollees, dismissals from the Corps or transfers to other locations shall be made in every instance where it is determined that retention in the Corps, or in the particular Job Corps camp or center, will jeopardize the enforcement of such standards of conduct and deportment or diminish the opportunity of other enrollees.

"(b) In order to promote the proper moral and disciplinary conditions in Job Corps conservation camps and training centers, the individual directors of Job Corps camps and centers shall be given full authority to take appropriate disciplinary measures against enrollees including, but not limited to, dismissal from the Job Corps, subject to expeditious appeal procedures to higher authority, as provided under regulation set by the Director.

"(c) The Director shall establish appropriate procedures to insure that the transfer of Job Corps enrollees from State or local jurisdiction shall in no way violate parole or probationary procedures of the State. In the event procedures have been established under which the enrollment of a youth subject to parole or probationary jurisdiction is acceptable to appropriate State authorities, the Director shall make provisions for regular supervision of the enrollee and for reports to such State authorities to conform with the appropriate parole and probationary requirements in such State."

Job Corps—Experimental and demonstration projects

SEC. 111. Part A of title I of the Act is amended by adding at the end thereof the following new section:

"Experimental and demonstration projects"

"SEC. 111-1. The Director shall arrange, through grants or contracts, for the carrying out of experimental and demonstration projects (of which not to exceed four may involve the construction of new camps or centers) providing youth employment and training on a combined residential and non-residential basis. Such projects may involve the use of resources or authority under both this part and part B of this title, pursuant to agreements with the Secretary of Labor where funds under part B of this title are so used, and the Director is authorized to waive any provision of such parts which he finds would prevent the carrying out of elements of such projects essential to a determination and demonstration of their feasibility and usefulness. The Director shall report to the Congress a full description of actions taken and progress made under this section no later than March 1, 1968."

Work training programs—Revision of the program

SEC. 112. (a) Sections 111, 112, and 113 of Part B of title I of the Act are amended to read as follows:

"Neighborhood Youth Corps"

"SEC. 112. (a) The Director shall formulate and carry out—

"(1) programs to provide part-time employment, on-the-job training and useful work experience for students from low-income families who are in the ninth through twelfth grades of school (or are of an age equivalent to that of students in such grades) who are in need of the earnings to permit them to resume or maintain attendance in school, and

"(2) programs to provide unemployed individuals useful work experience and on-the-job training, combined where needed with educational and training assistance, including basic literacy and occupational training designed to assist the individuals to develop their maximum occupational potential. Enrollment shall be limited to individuals aged sixteen through twenty-one years.

"(b) In determining for purposes of paragraph (1) of subsection (a) whether a student is from a low-income family, the Director shall consider a student to be from such a family if the family receives cash welfare payments.

"Financial assistance"

"SEC. 113. (a) The Director is authorized to enter into agreements providing for the payment by him of part or all of the cost of a program submitted under section 112 if he determines, in accordance with such regulations as he may prescribe, that—

"(1) enrollees will be employed either (A) on publicly owned and operated facilities or projects, or (B) on local projects sponsored by private organizations;

"(2) no enrollees will be employed on projects involving political parties, or the construction, operation, or maintenance of so much of any facility as is used or to be used for sectarian instruction or as a place for religious worship;

"(3) the program will not result in the displacement of employed workers or impair existing contracts for services; and

"(4) the rates of pay for time spent in work, training or education and other conditions of employment will be appropriate and reasonable in the light of such factors as the type of work performed, geographical region, and proficiency of the employee.

"(b) In approving on-the-job training projects with other than public or private nonprofit organizations, the Director is authorized to enter into agreements to pay reasonable training costs but not wages paid to enrollees for services performed.

"(c) In approving projects under this part, the Director shall give priority to projects with high training potential and high potential for contributing to the upward mobility of the trainee."

(b) Section 114(a) of the Act is amended by striking out "Participation" and inserting in lieu thereof "Enrollment" and by striking out "who have attained age sixteen but have not attained age twenty-two,".

(c) Section 114(c) of the Act is amended by striking out "nonprofit".

(d) Section 115 of the Act is amended by striking out "paid for the period ending three years after the date of enactment of this Act" and by striking out "and such assistance paid for periods thereafter shall not exceed 50 per centum of such costs,".

Special impact programs

SEC. 113. Title I of the Economic Opportunity Act of 1964 is amended by—

(1) striking out the heading of such title and inserting in lieu thereof: "TITLE I—WORK TRAINING AND WORK-STUDY PROGRAMS"; and

(2) Inserting the following new part immediately following part C:

*"PART D—SPECIAL IMPACT PROGRAMS"**"Establishment of programs"*

"SEC. 131. (a) The purpose of this part is to establish special programs which (1) are directed to the solution of the critical problems existing in particular communities and neighborhoods (defined without regard to political or other subdivisions or boundaries) within those urban areas of the Nation having, in the judgment of the Director, especially large concentrations of low-income persons; (2) are of sufficient size and scope to have an appreciable impact in such communities and neighborhoods in arresting tendencies toward dependency, chronic unemployment, and rising community tensions; and (3), where feasible and appropriate, are part of a citywide plan for the reorganization of local or State agencies in order to coordinate effectively all relevant programs of social development.

"(b) In order to carry out the purposes of this part, the Director is authorized to make grants to public or private nonprofit organizations, or to enter into contracts with other private organizations, for the payment of all or part of the cost of programs described in sections 205 (d) and (e) of this Act. The Director shall assure that the work training and employment opportuni-

ties created under these special programs are filled by the residents of the communities or neighborhoods served, and that the activities pursued are carried out in the communities and neighborhoods described in subsection (a). For the purposes of this section, the Director may include youths aged sixteen to twenty-one who are unemployed, underemployed, or below the poverty level as established for the programs described in sections 205 (d) and (e).

"(c) The Director shall establish such criteria, and impose such conditions, as may be necessary or appropriate to assure that no program assistance under this part will result in the displacement of employed workers or impair existing contracts for services and to assure that the rates of pay and other conditions of employment will be appropriate and reasonable in the light of such factors as the type of work performed, geographical region, and proficiency of the employee.

"(d) In carrying out the provisions of this part, the Director shall establish such procedures or impose such requirements as may be necessary or appropriate to assure maximum coordination with community action programs approved pursuant to part A of title II of this Act.

"Federal share of program costs"

"SEC. 132. Federal grants to any program carried out pursuant to this part shall not exceed 90 per centum of the cost of such program, including costs of administration, unless the Director determines, pursuant to regulations adopted and promulgated by him establishing objective criteria for such determinations, that assistance in excess of such percentages is required in furtherance of the purposes of this part. Non-Federal contributions may be in cash or in kind, fairly evaluated, including but not limited to plant, equipment, and services: *Provided*, That where capital investment is required under a contract with a private organization (other than a nonprofit organization), the Federal share thereof shall not exceed 90 per centum of such capital investment and the non-Federal share shall be as defined above."

Title I programs—Duration; limitation on use of funds

SEC. 114. Part D of title I of the Act is amended to read as follows:

"PART E—DURATION OF PROGRAM"

"SEC. 141. The Director shall carry out the programs for which he is responsible under this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law."

*TITLE II—AMENDMENTS TO TITLE II OF THE ACT**Community action—Definition of "community"*

SEC. 201. Section 202(a)(1) of the Act is amended by inserting "in an attack on poverty" after "utilizes", and by striking out "in an attack on poverty" and inserting in lieu thereof "or any neighborhood or other area (irrespective of boundaries or political subdivisions) which is sufficiently homogeneous in character to be an appropriate area for an attack on poverty under this part;"

Community action—Criteria for approval programs

SEC. 202. Section 202(b) of the Act is amended by adding at the end thereof a new sentence to read as follows: "Such criteria shall include requirements to assure (1) that each agency responsible for a community action program is qualified to administer such program and the funds granted to it efficiently, effectively, and in a manner fully consistent with the provisions and purposes of this part, having due regard for the size and complexity of such program and the

number of persons and size of the area served; (2) that each such agency is subject to evaluation of program progress and regular or periodic audits and that the results or findings of such evaluations and audits are considered by the agency as well as by the Director in connection with proposals or applications for the renewal, expansion, or modification of any such program; (3) that each such agency maintains records and internal controls needed to achieve and document compliance with all legal requirements and that all records bearing exclusively on grants made under this part are available to the General Accounting Office; (4) that each such program is carried on in accordance with standards and policies, including rules governing the conduct of officers and employees, to preclude the use of program funds, the provision of services, or the employment or assignment of personnel in a manner supporting, or resulting in an identification of such program with any partisan political activity or any actively designed to further the election or defeat of any candidate for public office; and (5) that the personnel of each such agency are selected, employed, promoted, and compensated in accordance with standards prescribed by the Director, or personnel plans approved by him as promoting efficiency and the effective use of funds."

Community action—Representatives of the poor

SEC. 203. Section 202 of the Act is amended by adding at the end thereof the following new subsections:

"(c) (1) The Director shall not approve, or continue to fund after March 1, 1967, a community action program which is conducted, administered, or coordinated by a board which contains representatives of various geographical areas in the community unless such representatives are required to live in the area they represent.

"(2) The Director shall not approve, or continue to fund after March 1, 1967, a community action program which is conducted, administered, or coordinated by a board on which representatives of the poor do not comprise at least one-third of the membership.

"(3) The representatives of the poor shall be selected by the residents in areas of concentration of poverty, with special emphasis on participation by the residents of the area who are poor.

"(4) In communities where substantial numbers of the poor reside outside of areas of concentration of poverty, provision shall be made for selection of representatives of such poor through a process, such as neighborhood meetings, in which the poor participate to the greatest possible degree.

"(d) The Director shall require community action agencies to establish procedures under which representative groups of the poor including but not limited to minority groups, the elderly, and the rural population, which feel themselves inadequately represented on their community action agency policy board, may petition for adequate representation on such board."

Community action—Use of latest data in making allotments

SEC. 204. Section 203(b) of the Act is amended (1) by inserting after "State" the second time it appears in paragraph (1) the following "(as determined on the basis of the latest appropriate data)", (2) by inserting after "States" the second time it appears in such paragraph the following "(as so determined)", (3) by inserting after "State" the second time it appears in paragraph (2) the following "(as determined on the basis of the latest appropriate data)", and (4) by inserting after "States" the second time it appears in paragraph (2) the following "(as so determined)".

Community action—Salary limits

SEC. 205. Section 205(a) of the Act is amended by adding at the end thereof the following new sentence: "The Director shall require that where an agency pays an employee engaged in carrying out a community action program at a rate in excess of \$15,000 per annum, payment of such excess shall not be made from Federal funds; and any amount paid such an employee in excess of \$15,000 per annum shall not be considered in determining whether section 208(a) has been complied with."

Community action—Adult work training and employment programs

SEC. 206. (a) Section 205 of the Act is amended by redesignating subsection (e) as subsection (f) and by inserting immediately following subsection (d) the following new subsection:

"(e) The Director is authorized to make grants or enter into agreements with any State or local agency or private organization to pay all or part of the costs of adult work training and employment programs for unemployed or low-income persons involving activities designed to improve the physical, social, economic or cultural condition of the community or area served in fields including, but not limited to, health, education, welfare, neighborhood redevelopment, and public safety. Such programs shall (1) assist in developing entry level employment opportunities, (2) provide maximum prospects for advancement and continued employment without Federal assistance, and (3) be combined with necessary educational, training, counseling, and transportation assistance, and such other supportive services as may be needed. Such work experience shall be combined, where needed, with educational and training assistance, including basic literary and occupational training. Such program shall be conducted in a manner consistent with policies applicable under this Act for the protection of employed workers and the maintenance of basic rates of pay and other suitable conditions of employment."

Community action—Use of public facilities

SEC. 207. Section 205(f) of the Act (as so redesignated by section 206) is amended by inserting before the period at the end thereof the following: "and to programs which make the maximum utilization of existing schools, community centers, settlement houses, and other facilities during times they are not in use for their primary purpose".

Community action—Funding independent programs; membership in sponsoring organizations

SEC. 208. Section 205 of the Act is amended by adding at the end thereof the following new subsections:

"(g) The Director shall carry out this part in such a manner as to insure that funds available for carrying out this part (other than those available for carrying out subsections (d) and (e) of this section, and sections 206(b), 211-1(a), 211-1(b), 211-2 and 211-3) at least 5 per centum will be used for carrying out independently funded community action programs (other than programs described in subsections (d) and (e) of this section, and sections 206(b), 211-1(a), 211-1(b), 211-2 and 211-3) which are carried on in communities in which there is being carried on concurrently a community action program for which an overall community action agency assumes responsibility for planning, developing, and coordinating communitywide antipoverty programs and provides for the involvement and participation of public and private nonprofit agencies. In addition the Director may use an additional 5 per centum of such funds for carrying out such programs. For purposes of this subsection, a program will be deemed to be independently funded if

the grantee is one that develops, and is funded to operate only, programs which are of limited scope and which does not have broad comprehensive community representation on its policymaking board, whether or not the grantee sponsors one or several component programs.

"(h) The Director shall make grants to, or contracts with, independently funded public and private nonprofit agencies and organizations in predominantly rural areas in accordance with sections 210 and 617, where the Director determines it is not feasible, within a reasonable period of time, to establish community action agencies.

"(i) If projects are of a regional nature and can be more efficiently operated on this basis, the Director may make grants to, or contract with, independently funded, public and private nonprofit agencies and organizations for the conduct and administration of such projects.

"(j) No officer or employee of the Office of Economic Opportunity shall be an executive officer or a member of the board of directors of any organization (other than a religious organization) with which the Director has entered into a contract under this section to carry out a community action program or a component program thereof."

Community action—Fiscal responsibility and accounting

SEC. 209. Section 205 of the Act is amended by inserting at the end thereof (after the subsections added by section 208) the following:

"(k) No funds shall be released to any public or private nonprofit agency, or combination thereof, under this section unless the grantee organization has submitted to the Director either—

"(1) a statement from the appropriate public financial officer of the community or of the public agency which will maintain the accounts of the grantee, stating that such officer accepts responsibility for providing financial services adequate to insure the establishment and maintenance of an accounting system by such agency and its delegate agencies, with internal controls adequate to safeguard the assets of such agencies, check the accuracy and reliability of accounting data, promote operational efficiency and encourage adherence to prescribed management policies; or

"(2) an opinion from a Certified Public Accountant or a duly licensed public accountant stating that the grantee has established such an accounting system."

"(l) (1) The Director shall make or cause to be made a preliminary audit survey within 3 months after the effective date of a grant or contract with any public or private nonprofit agency, or combination thereof, under this section to review and evaluate the adequacy of the grantee organization's and its delegate agencies' accounting systems and internal controls.

"(2) Within 30 days of the completion of such survey, the Director shall determine on the basis of the findings and conclusions resulting from such survey whether the accounting systems of the grantee organization and its delegate agencies meet the standards set forth in subsections (k) (1) and (k) (2). If he shall determine that the standards have not been met, he shall immediately notify the grantee organization of his determination and he shall consider whether suspension of further payment of Federal funds under the subject grant is warranted.

"(3) In the event of suspension of any grant funds pursuant to subsection (l) (2), the affected agency shall be given not more than six months from the date of notice of suspension in which to establish, with the advice of Office of Economic Opportunity auditors, the procedures prescribed in subsection (k). A new audit shall be performed within this period and if, by the end of this

period, the Director is still unable to determine that the accounting system meets the required standards he shall terminate the contract or grant.

"(m) The Director shall establish such rules and regulations as may be required to insure that public or private nonprofit agencies, or combinations thereof, maintain the standards of accounting set forth in sections 205(k) (1) and (2) during the period of any grant or contract under this section."

Community action—Payment of allowances for attendance at meetings

SEC. 210. Section 205 of the Act is amended by inserting at the end thereof (after the subsections inserted by section 209) the following:

"(n) In extending assistance under this section the Director is authorized to make grants for the payment of a reasonable allowance per meeting for attendance at community action agency board meetings or neighborhood community action council or committee meetings and for the reimbursement of other necessary expenses of attendance at such meetings to members of such boards, councils, or committees who are residents of the areas and members of the groups served in order to insure and encourage their maximum feasible participation in the development, conduct, and administration of community action programs: *Provided, however*, That no such payments shall be made for attendance at more than two meetings in a month, or to any person who is an employee of the United States Government, of a community action agency, or of a State or local governmental agency."

Community action—Family planning services

SEC. 211. Section 205 of the Act is amended by inserting at the end thereof (after the subsection added by section 210) the following:

"(o) (1) In making grants for programs in the field of family planning the Director shall assure that family planning services, including the dissemination of family planning information and medical assistance and supplies, are made available to all individuals who meet the criteria for eligibility for assistance under this part which have been established by the community action agency and who desire such information, assistance, or supplies.

"(2) No such grant shall be approved unless it contains and is supported by reasonable assurances that in carrying out any program assisted by any such grant, the applicant will establish and follow procedures designed to insure that—

"(A) no individual will be provided with any information, medical supervision or supplies which such individual states to be inconsistent with his or her moral, philosophical, or religious beliefs; and

"(B) no individual will be provided with any medical supervision or supplies unless such individual has voluntarily requested such medical supervision or supplies.

"(3) The use of family planning services provided by the applicant under such grant shall not be a prerequisite to the receipt of services from or participation in any other programs under this Act."

Community action—Technical assistance, training, and emergency loans

SEC. 212. (a) Section 206 of the Act is amended to read as follows:

Technical assistance, training, and emergency loans

"SEC. 206. (a) The Director is authorized to provide, either directly or through grants or other arrangements, (1) technical assistance to communities in developing, conducting, and administering community action programs, and (2) training for specialized or other personnel needed to develop, conduct, or administer such programs or to provide services or other assistance in connection

with such programs or otherwise pertaining to the purposes of this part. The Director may, upon request of a grantee under this section, or sections 204, 205, or 209(b), make special assignments of personnel to the grantee to assist and advise in the performance of functions related to the purposes of this part, except that in no event shall more than one hundred persons be employed for, or at any one time regularly engaged in, such assignments, nor shall any such special assignment be for a period of more than two years in the case of any grantee.

"(b) The Director shall also formulate and carry out a program for making small loans to persons in low-income families to meet immediate and urgent family needs. The total outstanding balance of loans made to an individual under this subsection may not at any time exceed \$300. Loans under this subsection shall bear interest at the rate of 2 per centum per annum and shall be made on such other terms and conditions as the Director may prescribe."

Community action—Research and demonstrations

SEC. 213. Section 207 of the Act is amended by striking out "training," by striking out "15 per centum" and inserting "5 per centum", and by adding at the end thereof the following: "No grant or contract for a research or demonstration project shall be made under this section after January 1, 1967, except pursuant to an overall plan setting forth specific objectives to be achieved under this section and setting forth priorities among such objectives. Such plan, to the extent it contemplates activities or programs that may be undertaken by other Federal agencies or the making of grants or contracts that might be made by other Federal agencies having demonstration and research responsibilities, shall be approved by the Director only after consultation with such agencies. The Director shall include as part of the annual report required by section 608, or as a separate and simultaneous report, a description of the principal research and demonstration activities undertaken during each fiscal year under this part, a statement indicating the relation of such activities to the plan and the policies of this Act, and a statement with respect to each such category, describing the results or findings of such research and demonstration activities, or indicating the time or period, and to the extent possible the manner, in which the benefits or expected benefits of such activities will or are expected to be realized. The Director shall require that all applications or proposals for research or demonstrations shall be filed simultaneously in the appropriate regional office of the Office of Economic Opportunity, and shall require such offices to review and make recommendations with respect thereto within fifteen days from the date of filing."

Community action—Limitations on assistance

SEC. 214. Section 208(a) of the Act is amended by striking out "three years after the date of enactment of this Act" and inserting in lieu thereof "June 30, 1967", and by striking out "50 per centum" and inserting in lieu thereof "80 per centum".

Community action—Headstart and legal services programs

SEC. 215. Title II of the Act is amended by inserting after section 211 the following new section:

"Headstart and legal services programs"

"SEC. 211-1. (a) In carrying out sections 204 and 205, the Director shall carry out programs eligible for assistance under such sections which assist young children who have not reached the age of compulsory school attendance and which include (1) the furnishing of such comprehensive health, nutri-

tional, social, educational, and mental health services as the Director finds will aid such children to attain their greatest potential, (2) the provision of appropriate activities to encourage the participation of parents of such children and the effective use of their services, and (3) such other training, technical assistance, evaluation, and follow-through activities as may be necessary or appropriate.

"(b) In carrying out sections 204 and 205, the Director shall carry out programs eligible for assistance under such sections, which provide legal advice and legal representation to persons when they are unable to afford the services of a private attorney, together with legal research and information as appropriate to mobilize the assistance of lawyers or legal institutions, or combinations thereof, to further the cause of justice among persons living in poverty: *Provided*, That the Director shall establish procedures to assure that the principal local bar associations in the area to be served by any proposed program of legal advice and representation are afforded an adequate opportunity to review the proposed program and to submit comments and recommendations thereon before such program is approved or funded."

Health services

SEC. 216. Part A of title II of the Act is amended by adding at the end thereof the following new section:

"Comprehensive health services programs"

"SEC. 211-2. (a) The Director is authorized to make grants to, or to contract with, public or private nonprofit agencies in order to provide assistance necessary for the development and implementation of comprehensive health services programs focused upon the needs of persons residing in urban or rural areas having high concentrations of poverty and a marked inadequacy of health services. Such programs shall be designed—

"(1) to make possible, with maximum feasible utilization of existing agencies and resources, the provision of comprehensive health services, including but not limited to preventive medical, diagnostic, treatment, rehabilitation, mental health, dental, and follow-up services, together with facilities and rehabilitation necessary in connection therewith; and

"(2) to assure that such services are made readily accessible to the residents of such areas, are furnished in a manner most responsive to their needs and with their participation, and wherever possible are combined with, or included within arrangements for providing, employment, education, social, or other assistance needed by the families and individuals served.

Before approving any program under this section, the Director shall consult with appropriate Federal, State, and local health agencies and take such steps, or impose such conditions, as may be required to make certain that the program will be carried on under competent professional supervision and that existing agencies providing services related to this section are furnished with all assistance necessary or appropriate in order to permit them to plan for participation in such program and for the necessary continuation of such services.

"(b) In carrying out this section, the Director shall formulate and carry out programs for the prevention of narcotic addiction and the rehabilitation of narcotic addicts. Such programs shall include provisions for the detoxification, guidance, training, and job placement of narcotic addicts.

"(c) The Director, either separately or as part of the annual report required under section 608, shall submit at least annually to the Congress a comprehensive statement describing the actions taken and progress made under this section and all other pro-

visions of this Act in meeting the needs of the poor for expanded and improved health services. The Director shall also provide for studies of the nature and characteristics of health problems particularly significant to low-income persons.

"(d) The Director is authorized, after consultation with the Secretary of Health, Education, and Welfare, to secure (by grant or contract) objective studies of the overall operation of the programs authorized under this section, including their relationship to and impact on the adequacy and availability of all relevant programs and services for meeting total health needs. Reports of such studies, together with such comments and recommendations as the Director and the Secretary of Health, Education, and Welfare may care to offer, shall be submitted to the President and the Congress."

Adult basic education

SEC. 217. Title II of the Act is amended by adding at the end thereof (after the section added by section 216) the following new section:

"Special projects on adult basic education"

"SEC. 211-3. The Director is authorized to make grants to local educational agencies and to other public or private nonprofit agencies for the purpose of special projects in the field of adult basic education for low-income individuals over eighteen years of age whose lack of basic educational skills constitutes a substantial impairment of their ability to get or retain employment commensurate with their real ability. Such projects shall—

"(1) involve the use of innovative methods, systems, materials, or programs which the Director determines may have national significance or be of special value in promoting effective programs under this title,

"(2) involve activities in adult basic education which the Director determines are so coupled with other Federal, federally assisted, State, or local programs, as to have unusual promise in promoting a comprehensive or coordinated approach to the problems of low-income individuals with basic educational deficiencies, or

"(3) show promise of enabling persons receiving welfare payments or other forms of public assistance to obtain employment which will permit discontinuance of such assistance."

Title II programs—Duration

SEC. 218. Part D of title II of the Act is amended to read as follows:

"PART D—DURATION OF PROGRAM"

"SEC. 221. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law.

TITLE III—AMENDMENTS TO TITLE III OF THE ACT
Rural areas—Loan authority and indemnity payments

SEC. 301. (a) Section 302(a) of the Act is amended by striking out "exceeding \$2,500 in the aggregate" and inserting in lieu thereof "resulting in an aggregate indebtedness of more than \$3,500 at any one time".

(b) Section 305(f) of the Act is amended by—

(1) inserting "(1)" immediately after "Provided, That"; and

(2) inserting immediately before the period at the end thereof a semicolon and the following: "and (2) a cooperative organization formed by and consisting of members of an Indian tribe (including any tribe with whom the special Federal relationship with Indians has been terminated) engaged in the production of agricultural commodities, or in manufacturing products, on an Indian reservation (or former reservation in the case of tribes with whom the special Federal rela-

tionship with Indians has been terminated) shall not be regarded as a cooperative organization within the purview of this clause".

(c) Section 331(c) of the Act is amended by striking out "June 30, 1966" and inserting in lieu thereof "June 30, 1967".

TITLE III PROGRAMS—DURATION

SEC. 302. Part C of title III of the Act is amended to read as follows:

"Part C—Duration of program

"SEC. 321. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law."

TITLE IV—AMENDMENTS TO TITLE IV OF THE ACT

SEC. 401. Sections 402, 405, and 406 of the Act are amended by striking out "Director" where it appears in such sections and inserting in lieu thereof "Administrator of the Small Business Administration".

SEC. 402. (a) Section 402 of the Act is hereby redesignated section 402(a) and there is added at the end thereof a new subsection (b) as follows:

"(b) The Director is authorized to make grants to, or contract with, public or private nonprofit agencies, or combinations thereof, to pay all or part of the costs necessary to enable such agencies to provide screening, counseling, management guidance, or similar assistance with respect to persons or small business concerns which receive or may be eligible for assistance under subsection (a). Financial assistance under this subsection shall be subject to the provisions of section 208 of this Act."

SEC. 403. Sections 403 and 404 of the Act are hereby repealed.

SEC. 404. Section 407 of the Act is amended to read as follows:

"Duration of program

"SEC. 407. The Administrator of the Small Business Administration shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years."

SEC. 405. Section 402 of the Act is amended by inserting "(a)" after "SEC. 402." and by adding at the end thereof the following new subsection:

"(b) To the extent necessary or appropriate to carry out the programs provided for in this title the Administrator of the Small Business Administration shall have the same powers as are conferred upon the Director by section 602 of this Act."

SEC. 406. Sections 405, 406, and 407 of the Act, as amended by these Economic Opportunity Amendments of 1966, are respectively renumbered as sections 403, 404, and 405 of the Act.

SEC. 407. Section 606 of the Act is amended by striking out "and IV" where it appears in subsections (a) and (d) thereof.

TITLE V—REVISION OF TITLE V OF THE ACT

SEC. 501. (a) Title V of the Act is amended to read as follows:

"TITLE V—WORK EXPERIENCE AND TRAINING PROGRAMS

"Statement of purpose

"SEC. 501. It is the purpose of this title to expand the opportunities for constructive work experience and other needed training available to persons (including workers in farm families with less than \$1,200 net family income, unemployed heads of families and other needy persons) who are unable to support themselves or their families.

"Transfer of funds

"SEC. 502. In order to permit the carrying out of work experience and training programs meeting the criteria set forth in part E of title II of the Manpower Development and Training Act of 1962, the Director is authorized to transfer funds to the Secretary of

Health, Education, and Welfare to enable him (1) to make payments under section 1115 of the Social Security Act for experimental, pilot, or demonstration projects which provide pretraining services and basic maintenance, health, family, basic education, day care, counseling, and similar supportive services required for such programs, and (2) to reimburse the Secretary of Labor for carrying out the activities described in such part E of title II of the Manpower Development and Training Act of 1962. Costs of such projects and activities shall, notwithstanding the provisions of the Social Security Act and the Manpower Development and Training Act of 1962, be met entirely from funds appropriated to carry out this title: *Provided*, That such funds may not be used to assist families and individuals insofar as they are otherwise receiving or eligible to receive assistance or social services through a State plan approved under titles I, IV, X, XIV, XVI, or XIX of the Social Security Act.

"Limitations on work experience and training programs

"SEC. 503. (a) The provisions of paragraphs (1) to (6), inclusive, of section 409 of the Social Security Act, unless otherwise inconsistent with the provisions of this title, shall be applicable with respect to work experience and training programs assisted with funds under this title. The costs of such programs to the United States shall, notwithstanding the provisions of such Act, be met entirely from funds appropriated or allocated to carry out the purpose of this title.

"(b) Work experience and training programs shall be so designed that participation of individuals in such programs will not ordinarily exceed 36 months, except that nothing in this subsection shall prevent the provision of necessary and appropriate follow-up services for a reasonable period after an individual has completed work experience and training.

"(c) Not more than 12½ percent of the sums appropriated or allocated for any fiscal year to carry out the purposes of this title shall be used within any one state. In the case of any work experience and training program approved on or after July 1, 1968, not more than 80 percent of the costs of projects or activities referred to in section 502 may be paid from funds appropriated or allocated to carry out this title, unless the Secretary of Health, Education, and Welfare determines, pursuant to regulations prescribed by him establishing objective criteria for such determinations, that assistance in excess of such percentage is required in furtherance of the purposes of this title. Non-Federal contributions may be in cash or in kind, fairly evaluated, including but not limited to plant, equipment, and services.

"Duration of programs

"SEC. 504. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law.

"Transition

"SEC. 505. The Secretary of Labor is authorized to provide work experience and training programs authorized by section 261(a) (3) and (4) of part E of title II of the Manpower Development and Training Act of 1962, commencing July 1, 1967. The Secretary of Health, Education, and Welfare is authorized to provide such work experience and training programs through June 30, 1967, and may also continue to completion those work experience and training programs commenced prior to that date, but in no event shall such programs be extended beyond June 30, 1968. After June 30, 1967, the Secretary of Health, Education, and Welfare, pursuant to agreement with the Secretary of Labor which shall

include provisions for joint evaluation and approval of the training and work experience aspect of each project or program, may also—

"(1) with the concurrence of the Secretary of Labor, renew existing projects and programs, or develop and provide new projects or programs, to accomplish the purposes of this title and of part E of title II of the Manpower Development and Training Act of 1962; and

"(2) with the concurrence of the Secretary of Labor, develop and provide other work experience and training programs pursuant to such part E, with respect to such projects or parts of projects which the Secretary of Labor is unable to provide after being given notice and a reasonable opportunity to do so.

Before July 1, 1967, the Secretary of Health, Education, and Welfare may, for the purposes of this title and part E of title II of the Manpower Development and Training Act of 1962, utilize the services and facilities available under the manpower development and utilization programs administered by the Department of Labor which may include, but not be limited to, testing, counseling, job referral and follow-up services required to assist participants in securing and obtaining employment, training opportunities, either on or off the job, available under the Manpower Development and Training Act of 1962, and relocation assistance to involuntarily unemployed individuals in accordance with the standards prescribed in section 104 of the Manpower Development and Training Act of 1962, and shall compensate the Secretary of Labor for the reasonable costs thereof either by advance or reimbursement."

TITLE VI—AMENDMENTS TO TITLE VI OF THE ACT

Elderly poor

SEC. 601. (a) Section 601(a) of the Act is amended by striking out "three" in the third sentence thereof and inserting in lieu thereof "four".

(b) Section 610 of the Act is amended by inserting at the end thereof the following: "The Director shall carry out such investigations and studies, including consultations with appropriate agencies and organizations, as may be necessary (1) to develop programs providing employment opportunities, public service opportunities, and education for the elderly poor under the provisions of this Act, and (2) to determine and recommend to the President and the Congress such programs requiring additional authority and the necessary legislation to provide such authority."

Liaison between agencies

SEC. 602. Section 602(d) of the Act is amended by adding immediately before the semicolon at the end thereof the following: "subject to provisions to assure the maximum possible liaison between the Office of Economic Opportunity and such other agencies at all operating levels, which shall include the furnishing of complete operational information by such other agencies to the Office of Economic Opportunity and the furnishing of such information by such Office to such other agencies".

Elimination of special printing authority of Director

SEC. 603. Section 602(m) of the Act is amended to read as follows:

"(m) expend funds made available for purposes of this Act—

"(1) for printing and binding, in accordance with applicable law and regulation; and

"(2) without regard to any other law or regulation, for rent of buildings and space in buildings and for repair, alteration, and improvement of buildings and space in buildings rented by him; but the Director shall not utilize the authority contained in this subparagraph (2)—

"(A) except when necessary to obtain an item, service, or facility, which is required in the proper administration of this Act, and

which otherwise could not be obtained, or could not be obtained in the quantity or quality needed, or at the time, in the form, or under the conditions in which, it is needed, and

"(B) prior to having given written notification to the Administrator of General Services (If the exercise of such authority would affect an activity which otherwise would be under the jurisdiction of the General Services Administration) of his intention to exercise such authority, the item, service, or facility with respect to which such authority is proposed to be exercised, and the reasons and justifications for the exercise of such authority; and".

Administration—Political activities

SEC. 604. Section 603 of the Act is amended to read as follows:

"Political activities"

"SEC. 603. (a) For purposes of chapter 15 of title 5 of the United States Code any overall community action agency which assumes responsibility for planning, developing, and coordinating communitywide antipoverty programs and receives assistance under this Act shall be deemed to be a State or local agency; and for purposes of clauses (1) and (2) of section 1502(a) of such title any agency receiving assistance under this Act (other than part C of title I) shall be deemed to be a State or local agency.

"(b) The Director, after consultation with the Civil Service Commission, is authorized to issue such regulations or impose such requirements as may be necessary or appropriate to supplement the provisions of subsection (a) of this section or otherwise to insure that programs assisted under this Act are not carried on in a manner involving the use of program funds, the provision of services, or the employment or assignment of personnel in a manner supporting, or resulting in the identification of such program with, any partisan political activity or any activity designed to further the election or defeat of any candidate for public office."

National Advisory Council on Economic Opportunity

SEC. 605. Section 605 of the Act is amended to read as follows:

"National Advisory Council on Economic Opportunity"

"SEC. 605. (a) There is hereby established in the Office a National Advisory Council on Economic Opportunity (hereinafter referred to as the Advisory Council), to be composed of twenty-one members appointed, for staggered terms and without regard to the civil service laws, by the President. Such members shall be representative of the public in general and appropriate fields of endeavor related to the purposes of this Act. The President shall designate the chairman from among such members. The Advisory Council shall meet at the call of the chairman but not less often than four times a year. The Director shall be an ex officio member of the Advisory Council.

"(b) The Advisory Council shall—

"(1) advise the Director with respect to policy matters arising in the administration of this Act; and

"(2) review the effectiveness and the operation of programs under this Act and make recommendations concerning (A) the improvement of such programs, (B) the elimination of duplication of effort, and (C) the coordination of such programs with other Federal programs designed to assist low income individuals and families.

Such recommendations shall include such proposals for changes in this Act as the Advisory Council deems appropriate.

"(c) The Advisory Council shall make an annual report of its findings and recommendations to the President not later than March 31 of each calendar year beginning

with the calendar year 1967. The President shall transmit each such report to the Congress together with his comments and recommendations."

Administration—Comparability of wages

SEC. 606. Part A of title VI of the Act is amended by adding at the end thereof the following new section:

"Comparability of wages"

"SEC. 610-1. (a) The Director shall take such action as may be necessary to assure that persons employed in carrying out programs financed under part A of title I or part A of title II (except a person compensated as provided in section 602) shall not receive compensation at a rate which is (1) in excess of the average rate of compensation paid in the area where the program is carried out to persons providing substantially comparable services, or in excess of the average rate of compensation paid to persons providing substantially comparable services in the area of the person's immediately preceding employment, whichever is higher or (2) less than the minimum wage rate prescribed in section 6(a)(1) of the Fair Labor Standards Act of 1938.

"(b) Not later than sixty days after the close of the fiscal year 1967 and each fiscal year thereafter the Director shall prepare and submit to the President for submission to the Congress a list of the names of all officers or employees whose compensation is subject to the limitations set forth in subsection (a) of this section and who were receiving at the end of such fiscal year a salary of \$10,000 or more per year, together with the amount of compensation paid to each such person and the amount of such compensation paid from funds advanced or granted pursuant to this Act. No grant, contract or agreement shall be made under any of the provisions of this Act referred to in subsection (a) of this section which does not contain adequate provisions to assure the furnishing of information required by the preceding sentence.

"(c) No person whose compensation exceeds \$6,000 per annum and is paid pursuant to any grant, contract, or agreement authorized under part A of title I or part A of title II (except a person compensated as provided in section 602) shall be employed at a rate of compensation which exceeds by more than 20 percent the salary which he was receiving in his immediately preceding employment, but the Director may grant exceptions for specific cases. In determining salary in preceding employment for one regularly employed for a period of less than 12 months per year, the salary shall be adjusted to an annual basis."

Coordination of programs within executive branch

SEC. 607. Section 611 of the Act is amended by adding at the end thereof the following:

"(c) It shall be the responsibility of the Director, the Secretary of Labor, the Secretary of Health, Education, and Welfare, and the heads of all other departments and agencies concerned, acting through the President's Committee on Manpower, to provide for, and take such steps as may be necessary and appropriate to implement, the effective coordination of all programs and activities within the executive branch of the Government relating to the training of individuals for the purpose of improving or restoring employability.

"(d) The Secretary of Labor, pursuant to such agreements as may be necessary or appropriate (which may include arrangements for reimbursement), shall—

"(1) be responsible for assuring that the Federal-State employment service provides and develops its capacity for providing maximum support for the programs described in subsection (c); and

"(2) obtain from the Secretary of Com-

merce, the Secretary of Health, Education, and Welfare, the Director of the Office of Economic Opportunity, and the head of any other Federal agency administering a training program, such employment information as will facilitate the placement of individuals being trained."

Information—Catalog and dissemination

SEC. 608. Section 613 of the Act is amended by inserting "(a)" after "Sec. 613." and by adding at the end thereof the following new subsections:

"(b) The Director shall publish and maintain on a current basis, a catalog of Federal programs relating to individual and community improvement. The Director is further authorized to make grants from funds appropriated to carry out title II of this Act, to States and communities to establish information service centers for the collection, correlation, and distribution of information required to further the purposes of this Act.

"(c) In order to insure that all Federal programs related to the purposes of this Act are utilized to the maximum possible extent, and in order to insure that all appropriate officials are kept fully informed of such programs, the Director shall establish procedures to assure prompt distribution to States and local agencies of all current information, including administrative rules, regulations and guidelines, required by such agencies for the effective performance of their responsibilities."

Title VI programs—Duration

SEC. 609. Section 615 of the Act is amended to read as follows:

"Duration of program"

"SEC. 615. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law."

Coordination—Transfers of funds

SEC. 610. Section 616 of the Act is amended by inserting after "this Act," the following: "or any Act authorizing appropriations for any such title (other than part C of title I)."

Additional super grades

SEC. 611. Title VI of the Act is amended by inserting after section 617 the following new section:

"Limitation on additional super grades"

"SEC. 618. No additional positions above those authorized on the date of enactment of this section shall be created or filled in fiscal year ending June 30, 1967 in the classification categories of GS 16, 17, and 18 of the General Schedule of section 5332, title 5, United States Code in the Office of Economic Opportunity and its field offices."

Administrative expenses

SEC. 612. Title VI of the Act is amended by inserting after section 618 the following new section:

"Limitation on Federal administrative expenses"

"SEC. 619. The total administrative expenses, including the compensation of Federal employees, incurred by Federal agencies under the authority of this Act for any fiscal year shall not exceed ten percent of the amount authorized to be appropriated by this Act for that year: *Provided, however,* That grants, subsidies, and contributions, and payments to individuals, other than Federal employees shall not be counted as an administrative expense."

Private enterprise participation

SEC. 614. (a) Title VI of the Act is amended by inserting after section 619 (added by section 612) the following new section:

"Private enterprise participation"

"SEC. 620. The Director and the heads of any other Federal departments or agencies to which the conduct of programs described in this Act have been delegated shall take such steps as may be desirable and appropriate to insure that the resources of private enterprise are employed to the maximum feasible extent in the programs described in this Act. The Director and such other agency heads shall submit at least annually to the Congress a joint or combined report describing the actions taken and the progress made under this section."

(b) Section 2 of the Act is amended by adding at the end thereof the following new paragraph: "It is the sense of the Congress that it is highly desirable to employ the resources of the private sector of the economy of the United States in all such efforts to further the policy of this Act."

TITLE VII—TECHNICAL AMENDMENT TO TITLE VII OF THE ACT

Sec. 701. (a) Section 701(a) of the Act is amended by striking out "and XVI" and inserting in lieu thereof "XVI, and XIX".

(b) No funds to which a State is otherwise entitled under title XIX of the Social Security Act for any period before October 1, 1967, shall be withheld by reason of any action taken pursuant to a State statute which prevents such State from complying with the requirements resulting from the amendment made by subsection (a).

TITLE VIII—REVISION OF PROVISIONS RELATING TO VISTA

Sec. 801. The Act is amended by adding at the end thereof the following new title:

"TITLE VIII—VOLUNTEERS IN SERVICE TO AMERICA"

"Statement of purpose"

"SEC. 801. It is the purpose of this title to enable and encourage volunteers to participate in a personal way in the war on poverty, by living and working among deprived people of all ages in urban areas, rural communities, on Indian reservations, in migrant worker camps, and Job Corps camps and centers; to stimulate, develop and coordinate programs of volunteer training and service; and, through such programs, to encourage individuals from all walks of life to make a commitment to combating poverty in their home communities, both as volunteers and as members of the helping professions."

"Authority to establish VISTA program"

"SEC. 802. (a) The Director is authorized to recruit, select, train, and —

"(1) upon request of State or local agencies or private nonprofit organizations, refer volunteers to perform duties in furtherance of programs combating poverty at a State or local level; and

"(2) in cooperation with other Federal, State, or local agencies involved, assign volunteers to work (A) in meeting the health, education, welfare, or related needs of Indians living on reservations, of migratory workers and their families, or of residents of the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, or the Trust Territory of the Pacific Islands; (B) in the care and rehabilitation of the mentally ill or mentally retarded under treatment at nonprofit mental health or mental retardation facilities assisted in their construction or operation by Federal funds; and (C) in connection with programs or activities authorized, supported, or of a character eligible for assistance under this Act."

"(b) The referral or assignment of volunteers under this section shall be on such terms and conditions (including restrictions on political activities that appropriately recognize the special status of volunteers living among the persons or groups served by programs to which they have been as-

signed) as the Director may determine; but volunteers shall not be so referred or assigned to duties or work in any State, nor shall programs under section 805 be conducted in any State without the consent of the Governor."

"Volunteer support"

"SEC. 803. The Director is authorized to provide to all volunteers during training pursuant to section 802(a) and to volunteers assigned pursuant to section 802(a) (2) such stipend, not to exceed \$50 per month (or, in the case of volunteer leaders designated in accordance with standards prescribed by the Director, not to exceed \$75 per month), such living, travel, and leave allowances, and such housing, transportation (including travel to and from the place of training), supplies, equipment, subsistence, clothing, and health and dental care as the Director may deem necessary or appropriate for their needs."

"Application of provisions of Federal law"

"SEC. 804. (a) Each volunteer under section 802 shall take and subscribe to an oath or affirmation in the form prescribed by section 104(d) of this Act, and the provisions of section 1001 of title 18, United States Code, shall be applicable with respect to such oath or affirmation; but except as provided in subsection (b) of this section, such volunteers shall not be deemed to be Federal employees and shall not be subject to the provisions of laws relating to Federal employment, including those relating to hours of work, rates of compensation, and Federal employee benefits."

"(b) All volunteers during training pursuant to section 802(a) and such volunteers as are assigned pursuant to section 802(a) (2) shall be deemed Federal employees to the same extent as enrollees of the Job Corps under section 106 (b), (c), and (d) of this Act except that for purposes of the computation described in paragraph (2) (B) of section 106(c) the monthly pay of a volunteer shall be deemed to be that received under the entrance salary for GS-7 of the General Schedule of section 5332, title 5, United States Code."

"(c) For the purposes of subchapter III, chapter 73 of title V of the United States Code, a volunteer under this title shall be deemed to be a person employed in the executive branch of the Federal Government."

"Special programs and projects"

"SEC. 805. The Director is authorized to conduct, or to make grants, contracts, or other arrangements with appropriate public or private nonprofit organizations for the conduct of, special programs in furtherance of the purposes of this title. Such programs shall be designed to encourage more effective or better coordinated use of volunteer services, including services of low-income persons, or to make opportunities for volunteer experience available, under proper supervision and for appropriate periods, to qualified persons who are unable to make long-term commitments or who are engaged in or preparing to enter work where such experience may be of special value and in the public interest. Individuals who serve or receive training in such programs shall not, by virtue of such service or training, be deemed to be Federal employees and shall not be subject to the provisions of laws relating to Federal employment, including those related to hours of work, rates of compensation, and Federal employee benefits; except that such individuals who receive their principal support or compensation with respect to such service or training directly from the Director or his agent for payment shall be deemed Federal employees to the same extent as volunteers assigned pursuant to section 802(a) (2) of this Act. Not to exceed 15 per centum of the sums appropriated or allocated from any appropriation to carry out this title for any fiscal year

may be used for programs under this section."

"Duration of program"

"SEC. 806. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law."

TITLE IX—TECHNICAL AMENDMENTS

SEC. 901. (a) Title I of the Act is amended by inserting immediately before section 110 a heading for such section to read as follows:

"Youth Conservation Corps"

(b) Title II of the Act is amended by redesignating section 219 of part C as section 219-1.

(c) Section 213 of the Act is amended by striking out "this section" and inserting in lieu thereof "section 214".

(d) Section 604(b) of the Act is amended by striking out "Housing and Home Finance Administrator" and inserting in lieu thereof "Secretary of Housing and Urban Development".

TITLE X—AMENDMENTS TO MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

SEC. 1001. (a) The Manpower Development and Training Act of 1962 is amended by inserting the following after the period at the end of section 201: "Whenever appropriate, the Secretary of Labor shall coordinate and provide for combinations of programs, to be pursued concurrently or sequentially, under this Act with programs under other Federal Acts, where the purposes of this Act would be accomplished thereby."

(b) The Manpower Development and Training Act of 1962 is amended by adding at the end of section 203(c) the following: "Notwithstanding any provision to the contrary in this subsection or in subsection (h), the Secretary may refer any individual who has completed a program under part B of title I of the Economic Opportunity Act of 1964 to training under this Act, and such individual may be paid a training allowance as provided in section 203(a) of this Act without regard to the requirements imposed on such payments by the preceding sentences of subsection (c) or by subsection (h) of this section. Such payments shall not exceed the average weekly gross unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payments during the most recent four-calendar-quarter period for which such data are available. Such persons shall not be deemed youths for the purpose of applying the provision under this subsection limiting the number of youths who may receive training allowances."

(c) The Manpower Development and Training Act of 1962 is amended by inserting the following after part D of title II:

"PART E—WORK EXPERIENCE AND TRAINING PROGRAMS"

"SEC. 261. (a) The Secretary of Labor in cooperation with the Secretary of Health, Education, and Welfare shall provide, under this part, programs for needy persons who require work experience or special family and supportive services, as well as training in order that they may be assisted to secure and hold regular employment in a competitive labor market. Such programs shall—

"(1) provide for the selection of participants pursuant to procedures and criteria jointly prescribed by the Secretary of Labor and the Secretary of Health, Education, and Welfare;

"(2) include pretraining services and basic maintenance, health, family and day care, counseling, and similar social services, and basic education, as provided by the Secretary of Health, Education, and Welfare pursuant to section 502 of the Economic Opportunity Act of 1964, as amended;

"(3) provide through agreements with appropriate public or private nonprofit agencies, work experience to the extent required to assist participants in developing necessary work attitudes or to prepare them for work or training involving the acquisition of needed skills;

"(4) provide testing, counseling, training either on or off the job (including classroom instruction where needed through appropriate arrangements agreed to by the Secretary of Labor and the Secretary of Health, Education, and Welfare), to assist participants to develop their occupational potential, improve their occupational level and secure promotion or advancement;

"(5) provide, through appropriate arrangements with employers, labor organizations, and other public and private agencies, for development where needed of additional employment opportunities for participants, for job referral and follow-up services required to assist participants in securing and retaining employment and securing possibilities for advancement; and

"(6) provide, in accordance with the criteria prescribed in section 104 of this Act, relocation assistance to involuntarily unemployed individuals where the Secretary of Labor determines they cannot reasonably be expected to secure full-time employment in the community in which they reside.

"(b) In developing and approving programs under this part, the Secretary of Labor shall give priority to programs with a high-training potential and which afford the best prospects for contributing to the upward mobility of participants.

"(c) Notwithstanding any other provision of this Act, the provisions of section 503 of the Economic Opportunity Act of 1964, as amended, shall govern the use and apportionment among the several States of funds provided pursuant to such Act for the purpose of carrying out this part."

TITLE XI—AMENDMENTS TO CERTAIN OTHER ACTS

SEC. 1101. (a) Section 205(b) (2) (A) (iv) of the National Defense Education Act of 1958 is amended by striking out "section 603" and inserting in lieu thereof "title VIII".

(b) (1) Section 427(a) (2) (C) of the Higher Education Act of 1965 is amended (1) by striking out "or" before "(iii)", and (2) by inserting immediately after "Peace Corps Act," the following: "or (iv) not in excess of three years during which the borrower is in service as a volunteer under title VIII of the Economic Opportunity Act of 1964,".

(2) The amendments made by this section shall not apply to any loan outstanding on the effective date of this Act without the consent of the borrowers.

SEC. 1102. Clause (3) of section 401(b) of the Public Works and Economic Development Act of 1965 is amended to read as follows:

"(3) no area shall be designated which does not have a population of at least one thousand five hundred persons, except that this limitation shall not apply to any area designated under section 401(a) (3); and".

TITLE XII—GENERAL PROVISIONS

SEC. 1201. No part of the funds appropriated under this Act to carry out the provisions of the Economic Opportunity Act of 1964 shall be used to provide payments, assistance, or services, in any form, with respect to any individual who is convicted, in any Federal, State, or local court of competent jurisdiction, of inciting, promoting, or carrying on a riot, or any group activity resulting in material damage to property or injury to persons, found to be in violation of Federal, State, or local laws designed to

protect persons or property in the community concerned.

And the Senate agree to the same.

ADAM C. POWELL,
CARL D. PERKINS,
EDITH GREEN,
FRANK THOMPSON,
JOHN H. DENT,
SAM M. GIBBONS,

Managers on the Part of the House.

JOSEPH S. CLARK,
JENNINGS RANDOLPH,
CLAIBORNE PELL,
EDWARD KENNEDY,
ROBERT F. KENNEDY,
GAYLORD NELSON,
J. K. JAVITS,
WINSTON PROUTY,

Managers on the Part of the Senate.

STATEMENT

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendment to the House bill (H.R. 15111) to provide for continued progress in the Nation's war on poverty, submit the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

The Senate excised all of the House bill after the enacting clause and inserted a substitute amendment. The committee of conference agreed to a substitute for both the House bill and the Senate amendment. Except for technical, clarifying, and conforming changes the following statement explains the differences between the House bill and the substitute agreed to in conference.

AUTHORIZATION OF APPROPRIATIONS

There were differences between the House bill and the Senate amendment for the authorization of appropriations, as follows:

Title	House bill	Senate amendment	Conference substitute
I-----	\$696,000,000	\$588,000,000	\$696,000,000
II-----	832,000,000	944,000,000	846,000,000
III-----	57,000,000	65,000,000	57,000,000
IV-----	(1)	5,000,000	5,000,000
V-----	119,000,000	100,000,000	100,000,000
VI-----	15,000,000	17,000,000	15,000,000
VIII-----	31,000,000	31,000,000	31,000,000

¹ No authorization.

Earmarking

The House bill initially earmarked authorizations within titles for specific programs including Job Corps, Neighborhood Youth Corps, Operation Headstart, legal services, the Nelson-Scheuer employment programs, narcotics rehabilitation, emergency family loans, and adult basic education.

The conference modified these provisions to earmark all program categories within titles I and II. The earmarking provisions appear in the bill along with the authorizations for appropriations by title.

It is the express wish of the conferees that under no circumstances should the possible transfer of funds from title to title increase the Job Corps authorization above \$211 million. The House bill as passed contained an authorization of \$496 million for the Neighborhood Youth Corps. The original Senate bill when reported from the Senate committee contained the same figure. The conferees agreed to reduce this authorization for the NYC to \$410 million but it is their intention that this be the *minimum* amount to spend on the NYC. The conferees believe that this has been a highly successful program and feel that it would be ill-advised to

transfer under administrative procedures any funds away from this program.

In title II the conferees did not intend to put ceilings on all of the money within the title, this was done so that the Director could within the limitations of the Act transfer funds to those programs carried on within the framework of title II. The purpose of earmarking within title II was to express the intention that not less than the allocated sum would be spent on those specified programs.

In title III the conferees left to the discretion of the Director as to how the funds should be divided between the rural loans and the migrants programs. It is the desire of the conferees that not less than \$32,000,000 be spent on the migrant program.

Job Corps—Number of women enrollees

The House bill provided that by July 1, 1967, the number of women in residence and receiving training in Job Corps camps and centers must be at least 10,000. The Senate amendment had no comparable provision. The conference substitute modifies this provision to require that by July 1, 1967, 23 percent of the enrollees in camps and centers must be women.

Job Corps—Maximum capacity of Job Corps camps and centers

The House bill provided that for any fiscal year the total enrollment of the Job Corps conservation camps and training centers shall not exceed 45,000 enrollees, and that the cost, excluding capital costs of operating Job Corps centers shall not exceed \$7,500 per enrollee.

The conference substitute adopted the House provision with the stipulation that the \$7,500 cost per enrollee which is a nationwide average shall only apply to those camps and centers that have been in operation for more than 9 months, and that the cost of operating Job Corps centers be the direct operating costs.

Job Corps enrollees—Assignment near homes

The House bill provided that to the maximum extent feasible Job Corps enrollees should be assigned to camps and centers near their homes. The Senate amendment provided that whenever a vacancy exists in a Job Corps center in the region in which the enrollee resides and it appropriately meets his needs, he shall be assigned there. If there is no such vacancy in the region the enrollee must be assigned to the center nearest his residence which meets his needs.

The substitute agreed upon in conference adopts the Senate provision with the understanding that the word "region," as used therein refers to one of the seven regions established by the Office of Economic Opportunity for administrative purposes.

Job Corps—Followup information

The Senate amendment contained a provision requiring to the maximum extent feasible the Director to obtain certain information from each enrollee who successfully completes enrollment in the Job Corps. Such information to be provided 6 months and 18 months after the completion of enrollment.

The conference substitute adopted the provision in the Senate amendment.

Job Corps—Standards of conduct

The House bill provided individual camp and center directors with authority to take appropriate disciplinary measures against enrollees including but not limited to, dismissal from the camps or centers subject to expeditious appeal procedures to higher authority, as provided under regulations set by

the Director of the Office of Economic Opportunity.

The conference substituted a technical change to emphasize the Director's additional authority to issue regulations for the entire subsection. The Director is expected to establish appropriate administrative procedures for the protection of the enrollees at each of the camps and centers in connection with these disciplinary measures.

Job Corps—Combined residential and non-residential demonstration projects

The House bill set a maximum of four experimental and demonstration projects providing vocational education and training and youth employment on a combined residential and nonresidential basis. These projects could involve the use of resources and authority under both the Job Corps provisions of the act and the Neighborhood Youth Corps provisions. The Director was specifically required to report to Congress by March 1, 1969, on action taken and progress made under the section.

The Senate amendment was, in substance, the same as the House bill except that (1) projects were not limited to four, (2) funds under part B, the N.Y.C. provision, could be used only pursuant to agreements with the Secretary of Labor, and (3) the report to Congress was required by March 1, 1968.

The House receded on the date of the report, but the conference substitute provided that there shall be no more than four new such camps or centers which may be constructed. Existing camps or centers may also be adapted or converted for this purpose. The Director is authorized to conduct such projects through grants or contracts.

Job Corps—Qualifications of contractors

The House bill required the Director to establish qualifications for contracting organizations to assure they possess the capacity and educational resources to carry out Job Corps programs. The Senate amendment contained no similar provision. The House receded.

Neighborhood Youth Corps

Sections 112 and 113 of the House bill were agreed to by the conferees with minor changes that serve to carry out the intention of the House provisions. These sections clarify the purpose and scope of the Neighborhood Youth Corps, and authorize improvement of the program provide the combination of work experience and supportive services best suited to achieve the program objectives for disadvantaged youth.

In section 112(a)(2), the word "enrollment" was substituted for the word "participation" in the last sentence of the paragraph as a clarification of intent.

In section 113(a)(1), the conferees agreed to the deletion of the parenthetical phrase "except those in on-the-job training" as not necessary to the sense of the amendment. They also agreed to delete the word "non-profit" in order to permit the placement of enrollees in training programs conducted by private enterprise in accordance with the intent of both Houses.

The wording of the Senate bill, in the paragraph on enrollees in the program, was accepted substituting the word "enrollment" for the word "participation" as a clarification of intent, and the House accepted.

One other Senate amendment makes it possible to utilize the services of private organizations in pursuit of the purposes of this part.

The conferees accepted the House amendment of the paragraph on limitation on Federal assistance that extends 90 percent Federal financing of projects for an indefinite period.

Special impact programs

The Senate amendment established a new program providing employment for youths and adults. The program is similar to the

work-training programs of the Neighborhood Youth Corps (except for N.Y.C. age requirement), and other work-training programs of the bill. The Senate bill specified that this program shall be directed to those urban areas having especially large concentrations of low-income persons; it has also provided great flexibility in program content and financing.

After years of experience with developing and operating work and training programs, the Department of Labor, which has been delegated administrative responsibility for the Neighborhood Youth Corps, has the staff, resources and capacity for the administration of the program. This program shall be implemented in a manner which assures maximum coordination between the Department of Labor and community action programs approved pursuant to part A of title II of this act.

The conferees included in section 132 a limitation of the Federal share of the impact program cost. The limitation provides for a 10-percent matching for public and private nonprofit corporations. Section 132 further provides that where private profit-making organizations are involved in contracts under this impact program that such organizations must be able to contribute at least 10 percent of the capital investment required to carry out the program. The reason for including this limitation on a contract with a private organization is to insure that such organization has the necessary skills and capital to successfully carry out such a program and that such organization not be one that is sometimes known as a "fly-by-night" organization. The conferees further feel that this program is designed to insure that sound business practices are followed when dealing with private organizations.

Community action—Residence of area representatives

Section 202(c)(1) and (2) of the House bill provided that the director shall not approve a community action program unless the board conducting, administering, or coordinating the program contains representatives of various geographical areas in the community who are required to live in the area they represent, or by a board on which representatives of the poor comprise at least one-third of the membership. Sections (3) and (4) provided that representatives of the poor must be selected by residents of poverty areas, and that where substantial numbers of poor reside outside of poverty areas, provision, such as neighborhood meetings, shall be made for the selection of representatives of such poor. The conferees adopted the House language with the exception that in section 202(c)(1) and (2) of the act, a cutoff date of March 1, 1967, was inserted instead of the instantaneous date in the House bill. In addition to the foregoing, the conferees adopted as section 202 of the act a new subsection (d) which requires the director to establish procedures by which other groups may be represented on community action policy boards. No change was made in the language adopted in the House in section 202(c)(3) and (4) of the act, it having been established that the requirement of at least one-third representation of the poor on the community action board was not intended to apply to any agencies except the so-called umbrella agencies and did not require the restructuring of the city councils where those city councils were not acting as "umbrella" agencies, and further did not require the restructuring of any other governmental agency such as school boards, hospital and welfare boards, unless such agencies were attempting to function as "umbrella" agencies. However, in cases such as New York City where there exist broadly representative boards administering multipurpose community action programs at the community level, such boards shall be subject to such requirements.

Community action—Use of latest data in making allotments

The House bill provided that for the determination of State allotments the director shall use the "latest calendar or fiscal year data".

The conference substitute amended this provision to read latest "appropriate date".

Community action—Salary limits

The House bill provided that the director shall require that where an agency pays an employee engaged in carrying out a community action program at a rate in excess of \$12,500 per annum, payment of such excess shall not be made from Federal funds; any amount paid such employee in excess of \$12,500 per annum shall not be considered as counting toward the local share of matching funds.

The conference substitute changed the Federal share with regard to salary from "in excess of \$12,500 per annum" to "in excess of \$15,000 per annum".

Useful work training for unemployed adults

Section 211(1) of the House bill combined in one section (1) useful work training programs for chronically unemployed adults in, but not limited to, areas of conservation, development, or management of natural resources and recreational areas, combined where needed, with educational and training assistance including basic literacy and occupational training, and (2) work training and employment programs for unemployed adults and low income persons in public service and subprofessional occupations involving activities designed to improve the physical, social, economic, or cultural condition of the area of community served.

The House managers feel that the employment training opportunities afforded by this section will be of critical importance in areas where there are extreme shortages of public health supporting personnel and substantial numbers of unemployed persons such as in the Appalachian area where local community efforts to sustain the Appalachian regional hospitals have encountered extreme difficulties.

The conference substitute provided for these programs in slightly modified form in two distinct sections.

Independently funded community action programs

The House bill provided that of the sums available to carry out sections 204 and 205 of the act, at least 20 percent would be used for carrying out independently funded community action programs in communities where an overall community action program is concurrently being carried on.

The conference agreed that this House provision would be modified so that: (1) The Director is required to allocate at least 5 percent of the funds available for programs other than Headstart, legal services, the Nelson-Scheuer employment programs, health services, narcotics rehabilitation, and emergency family loans, for implementing such independently funded community action programs. (2) The Director is also specifically authorized to allocate at least an additional 5 percent of such funds for implementing such independently funded community action programs. (3) In the expenditure of funds available under this amendment the Director may fund only community action programs other than those enumerated above.

Without regard to the preceding provision, the Senate bill contained a provision requiring the Director to fund independent agencies in predominantly rural areas where he determines that the establishment of a community action agency within a reasonable period of time is not feasible. The Senate bill also contained a provision for the funding of projects of a regional nature. The Senate bill also retained the preference clause set forth in section 211 of the act.

The House accepted these features of the Senate bill.

Administrative, accounting, and auditing procedures

The House bill contained several provisions regarding administrative, accounting and auditing procedures, as follows:

(1) Public grantee agencies must submit a statement from an appropriate public financial officer as to the adequacy of the agencies accounting system.

(2) The Director may issue or cause to be issued a preliminary audit survey within 3 months of a grant or contract.

(3) Agencies whose funds have been suspended because of accounting inadequacies must make changes and corrections in their systems.

The Senate amendment provided for similar requirements and requirements regarding personnel, policies, and standards.

The conference substitute modified the provisions in both bills, as follows:

(1) Public grantee agencies may also secure the opinion of a CPA or licensed public accountant regarding the adequacy of their accounting system;

(2) The required preliminary audit is to be made within 3 months of the effective date of the grant or contract.

(3) Personnel other than auditors may furnish advice needed to improve accounting procedures.

Allowances for meeting attendance and reimbursement for other expenses

The Senate amendment provided for payment of allowances to persons, other than Federal or community action agency employees, for attendance at neighborhood community action program council or committee meetings, and for payment of other expenses necessary for participation in the development, conduct, and administration of community action programs.

The conference substitute amended this provision as follows:

(1) Payments and reimbursements shall be payable for attendance at citywide community action board meetings;

(2) Payments or reimbursement shall be only to such persons who meet the criteria of being poor;

(3) Payments shall not be made for more than two meetings per month; and

(4) Prohibition against receipt of such payments is extended to State and local governmental employees.

Family planning services

The Senate amendment contained a provision not in the House bill with respect to the carrying out of family planning services as a part of community action programs.

The Senate amendment which was agreed to guaranteed that eligibility for family planning services for the poor will be left entirely to the determination of the local community. Such services must be requested by a local community action agency. No individual will be provided with information, medical services, or supplies unless they are specifically and voluntarily requested. In no event shall such information, assistance, or supplies be provided if it is inconsistent with an individual's philosophical, moral, or religious beliefs. The use of family planning services cannot be a prerequisite to the receipt of services from or participation in any other programs under the act.

Community action—Research and demonstration

Section 208 of the House bill reduced the allowable percentage of section 207 funds which can be used for research, demonstration, and training projects from 15 percent to 5 percent of the total funds available for title II.

The conference substitute removed the word "training" from section 207 of the act and accepted the Senate version of section 206 so that the reduced funding percentage

would apply only to research and demonstration.

Small emergency family loans

The House bill provided an allocation of \$8 million for family emergency loans. The Senate amendment contained no such provision or earmarking of funds.

The conference substitute provided that emergency family loans should be funded under section 206 rather than section 208, thus consolidating with technical assistance and training. Eight million dollars is allocated for this purpose.

Health services

The conference substitute authorized grants or contracts for the development and implementation of comprehensive health services programs.

Narcotics rehabilitation

The House bill provided for the formulation and conduct of programs for the prevention of narcotic addiction and the rehabilitation of narcotic addicts, earmarking \$12,500,000 for this purpose.

The conference substitute incorporated this provision into the comprehensive health services programs.

Although narcotics rehabilitation was not specifically earmarked by legislation, the committee explicitly agreed that no less than \$12 million of the earmarked funds for health services programs, or an equivalent proportion of such funds as may be appropriated, be used only for narcotics rehabilitation.

Adult basic education

The present act contains a comprehensive program for Federal assistance to provide basic education to adults. The House bill severally amended these provisions. The Senate bill contained no such amendments because the Senate was cognizant of proposed Senate legislation to transfer this entire program to the Office of Education. As a result, the conference substitute combined the essential features of the adult literacy program in section 603 and the provision for special projects in section 218(a) of the House bill into a new section under title IIA. The function of implementing these specialized adult basic education programs is vested in the OEO Director.

Indian tribes

The House accepted the Senate amendment providing that cooperatives organized and operated by Indian tribes on Indian reservations may receive rural loans.

Title IV.—Small business loan program

The bill as passed by the House amended this title to transfer the small business loan program from the Director of OEO to the Administrator of the Small Business Administration. The Senate bill contained no similar transfer provision but amended existing law by specifically authorizing the Director of OEO to make grants to, or contracts with, public or private nonprofit agencies to enable them to provide counseling and management guidance to persons and small business concerns eligible for loan assistance. The Senate bill also contained a specific authorization for funding this grant program. The committee of conference recommended that both the House and Senate amendments be agreed to.

The committee of conference intended that SBA shall fund, administer, and be responsible for the loan program; but that OEO shall fund, administer, and be responsible for the counseling and guidance program.

Work experience

The House bill amended the work experience provisions of title V to establish closer coordination between the Department of Health, Education, and Welfare and the Department of Labor to effect more meaningful work training programs which would be complemented with supportive social services and vocational education.

The conference substitute differed from the House provision by extending the limit on the duration of work experience and training programs from 24 to 36 months. It also included a new section that provides for the orderly transfer of responsibility for the work training and work experience aspects of these programs to the Secretary of Labor to improve the administration and coordination of manpower programs. Through June 30, 1967, the Secretary of Health, Education, and Welfare is authorized to carry out such programs, and may carry to completion programs begun prior to that date, though in no case may he continue a program beyond June 30, 1968.

Beginning July 1, 1967, the training components of these programs are to be provided by the Secretary of Labor, under part E, of title II (X of this bill). Subject in each case to the concurrence of the Secretary of Labor, the Secretary of Health, Education, and Welfare may, after June 30, 1967, renew existing programs or provide new programs or parts thereof that the Secretary of Labor is unable to provide after having been given notice and a reasonable opportunity to do so.

Prior to July 1, 1967, the Secretary of Health, Education, and Welfare may utilize the services and facilities available under the manpower development and utilization programs of the Department of Labor for the purpose of carrying out this title and title X (part E) of the Manpower Development and Training Act.

The 80-20 matching requirements shall not become effective until July 31, 1968, because many State legislatures meet only once every 2 years.

Assistant Director for the elderly poor

The Senate bill contained a provision which required the appointment of a new Assistant Director, with the responsibility for conducting investigations and studies to develop programs with respect for the elderly poor, and to make appropriate recommendations regarding the establishment of such programs. The House bill contained no comparable provision.

The conference adopted the Senate amendment.

Liaison and exchange of information

The Senate bill provided for the maximum possible liaison between the Office of Economic Opportunity and other Federal agencies, including the furnishing of information.

The conference amended this provision to insure that with regard to furnishing information, there shall be a complete and two-way exchange of information between OEO and the other agencies.

Political activities

The House and Senate bills both contained provisions restricting the political activities of OEO employees.

The conference accepted the provision of the Senate bill which provides that employees of community action agencies would be fully subject to the provisions of section 12 of the Hatch Act prohibiting partisan political activity on the part of employees of State or local agencies whose principal employment is in connection with an activity financed in whole or part by Federal loans or grants.

It also requires that officers and employees of any agency receiving assistance under the act (other than part C of title I) be treated as employees of State or local agencies for purposes of the prohibitions in the Hatch Act on soliciting funds from other employees for political purposes and using official position to interfere with or affect the result of any election or nomination.

In addition, the Director, after consultation with the Civil Service Commission, is authorized to issue such regulations or impose such requirements as may be necessary or appropriate to supplement the above provisions.

National Advisory Council on Economic Opportunity

The Senate bill contained a provision that revised the section respecting the Advisory Council, as follows:

- (1) It shall be composed of 21 members appointed by the President with staggered terms and without regard to civil service laws;
- (2) The Director will be an ex officio member;
- (3) Members are to be representative of the public and of appropriate fields of endeavor related to the purposes of the act;
- (4) One member of the Advisory Council will be designated Chairman by the President;
- (5) The Advisory Council will meet at the call of the Chairman but not less than four times a year.

The duties of the Advisory Council are to advise the Director with respect to policy matters arising in the administration of the act, review the effectiveness and operation of programs under the act, and make recommendations concerning those programs, the elimination of duplication of effort, and the coordination of these programs with other Federal programs. Recommendations by the Advisory Council will include such proposals for change in the Economic Opportunity Act as its members deem appropriate.

Not later than March 31 of each calendar year, the Advisory Council will make a report of its findings and recommendations to the President, who will transmit the report, together with his comments and recommendations to the Congress.

COMPARABILITY OF WAGES

The House bill's wage comparability provision was modified to assure that the rate of compensation of persons employed in carrying out programs under the act be comparable to that either in the area where the program is carried out or in the area of the person's immediately preceding employment. In addition, the Director would be required to assure that compensation be at a rate which is not less than the Federal minimum wage.

The House also accepted a Senate amendment requiring that the Director report to the President for submission to Congress information on persons receiving a salary of \$10,000 or more per year.

COORDINATION OF TRAINING PROGRAMS

Both the House and Senate bills contained provisions requiring greater coordination of Government training programs.

The conference committee accepted the Senate version which requires the Director, the Secretary of Labor, the Secretary of Health, Education, and Welfare, and the heads of other agencies concerned, acting through the President's Committee on Manpower, to provide for and take such steps as may be necessary and appropriate to implement the effective coordination of all programs and activities relating to the training of individuals for the purpose of improving or restoring employability. It further provides that the Secretary of Labor, pursuant to such agreements as may be necessary or appropriate, shall be responsible for assuring that the Federal-State employment service provides, and develops its capacity for providing, maximum support for Federal training programs. The Secretary of Labor is also directed to obtain from the Secretary of Commerce, the Secretary of Health, Education, and Welfare, and the head of any other Federal agency administering a training program information which will facilitate the placement of individuals being trained.

Information—Catalog and dissemination

The House bill required the Director to publish and maintain a current catalog of all Federal programs relating to individual and community improvement, and to make grants to States and communities to establish information centers.

The conference substitute adopted this provision, except that the word "all" before "Federal programs" is stricken to indicate the amendment is intended to assure continued publication of OEO's present catalog and not intended to require with respect to new material duplication of information already published by other Federal agencies.

Limitation on additional supergrades

The House bill contained a provision which limited the number of positions in OEO and its field offices in the classification categories of GS 16, 17, and 18, to not exceed 1 for every 100 employees.

The conference substitute provided that no additional positions in these classification categories above those now authorized shall be created or filled in fiscal year ending June 30, 1967.

The conference committee recommended that a joint committee comprised of Members of the Senate and of the House shall be convened to investigate and study the OEO administrative operation to determine the numbers of supergrades and consultants necessary to successfully achieve the purpose of this act.

Not later than March 15, 1967, such committee should submit to the Congress a report of its findings, along with any recommendations concerning this section.

Private enterprise participation

The Senate bill provided that the Director or any other Federal department or agency head to which conduct of a program has been delegated shall act to insure that the resources of private enterprise are employed to the maximum feasible extent in Economic Opportunity Act programs. An annual report to Congress on the progress made under the section is required.

Prohibition on assistance to individuals inciting riots

The House bill contained provisions to prohibit assistance under this act to individuals inciting riots and causing civil disturbances. The Senate amendment had a similar provision.

The conference modified and adopted the House amendment to insure that an individual must have been convicted by a Federal, State, or local court of competent jurisdiction, of inciting, promoting, or carrying on a riot, or any group activity resulting in material damage to property or injury to persons.

ADAM C. POWELL,
CARL D. PERKINS,
EDITH GREEN,
FRANK THOMPSON,
JOHN H. DENT,
SAM M. GIBBONS,

Managers on the Part of the House.

Mr. PERKINS. Mr. Speaker, I yield myself such time as I may require.

We have brought to the House a conference report which represents a fair compromise of the differences between the House and Senate. Millions of American citizens will have little hope to become participating productive members of our Nation's most prosperous time without a continuation of this program. We have made some progress in alleviating our unemployment problems under this act. Tremendous progress has been made in work opportunities for the youngster and the teenager. By all means we should continue the Job Corps; we must enlarge the capacity of the Neighborhood Youth Corps so as to accommodate all youngsters who need this opportunity for education, work, and training, and continue all of these very worthy programs.

Mr. Speaker, in conclusion let me take this occasion to commend the members of the Ad Hoc Subcommittee on the War

on Poverty Program for their extensive work and effort to fashion legislation which would more effectively assure better working programs. I believe that the managers on the part of the House have been diligent in trying to maintain those carefully worked out provisions which were contained in H.R. 15111 as it passed the House on September 29.

In the Job Corps, the final authorization is \$211 million, \$17 million under the President's budget estimate. The Neighborhood Youth Corps authorization is \$410 million, an increase of \$110 million over the President's budget. Thus the total for title I will be \$696 million for fiscal year 1967.

In title II, \$323 million is being provided for community action programs, \$352 million for Project Headstart, \$22 million for legal services for the poor, \$73 million for special public service training programs, \$49 million for health center oriented programs, \$12 million for narcotics rehabilitation, \$8 million for family loans, and a special basic education program for adults in the amount of \$7 million; \$57 million has been authorized for the important title III programs pertaining to rural loans and migrants. \$5 million has been authorized for Small Business Administration loan counseling, \$100 million for work experience and training, \$15 million for general administration.

Mr. Speaker, I urge adoption of this conference report so that we may carry on and enlarge our efforts to solve the problems of thousands of American families who find themselves caught without education, without job opportunities, and with a feeling of despair about their future role in this great democracy. I urge the adoption of the conference report. Therefore, I move the previous question on the conference report.

The previous question was ordered.

The SPEAKER pro tempore. The question is on the conference report.

The question was taken; and the Speaker pro tempore announced that the ayes appeared to have it.

Mr. ASHBROOK. Mr. Speaker, I object to the vote on the ground that a quorum is not present and make the point of order that a quorum is not present.

The SPEAKER pro tempore. Evidently a quorum is not present. The Doorkeeper will close the door, the Sergeant at Arms will notify absent Members, and the Clerk will call the roll.

The question was taken; and there were—yeas 170, nays 109, not voting 153, as follows:

[Roll No. 390]

YEAS—170

Addabbo	Cahill	Dingell
Anderson,	Callan	Donohue
Tenn.	Cameron	Dow
Annunzio	Carey	Dulski
Ashley	Casey	Dwyer
Bandstra	Celler	Edwards, Calif.
Barrett	Chelf	Fallon
Beckworth	Clark	Farbstein
Bingham	Conte	Farnsley
Blatnik	Conyers	Farnum
Boggs	Corbett	Fascell
Boland	Culver	Flood
Brademas	Daddario	Ford,
Brooks	Daniels	William D.
Burke	Dawson	Fraser
Burton, Calif.	de la Garza	Friedel
Burton, Utah	Delaney	Fulton, Pa.
Byrne, Pa.	Dent	Fulton, Tenn.
Cabell	Diggs	Gallagher

Garmatz
Giaino
Gibbons
Gilbert
Gonzalez
Grabowski
Gray
Green, Oreg.
Green, Pa.
Grider
Griffiths
Hagen, Calif.
Halpern
Hamilton
Hanley
Hathaway
Hays
Hechler
Holland
Horton
Irwin
Jennings
Joelson
Johnson, Calif.
Johnson, Okla.
Karsten
Karth
Kastenmeier
Kee
Keith
Kelly
Keogh
Kluczynski
Krebs
Kupferman
Landrum
Leggett
Long, Md.
Love

McCulloch
McDade
McDowell
Macdonald
Machen
Madden
Mathias
Minish
Monagan
Moore
Moorhead
Morgan
Morris
Morrison
Morse
Multer
Murphy, Ill.
Murphy, N. Y.
Natcher
Nedzi
O'Hara, Ill.
O'Hara, Mich.
Olson, Minn.
O'Neill, Mass.
Ottinger
Patman
Patten
Pepper
Perkins
Philbin
Pickle
Pike
Price
Pucinski
Race
Redlin
Rees
Reid, N. Y.
Rhodes, Pa.

Rodino
Rogers, Colo.
Ronan
Rooney, N. Y.
Rooney, Pa.
Rosenthal
Rostenkowski
Roybal
Ryan
St Germain
St. Onge
Saylor
Scheuer
Secrest
Sickles
Slack
Smith, Iowa
Staggers
Stalbaum
Stubblefield
Tenzer
Thomas
Tupper
Tuten
Udall
Van Deerlin
Vanik
Vigorito
Vivian
Waldie
Weltner
White, Tex.
Widnall
Wolf
Wright
Young
Zablocki

NAYS—109

Abbitt
Adair
Andrews,
George W.
Andrews,
N. Dak.
Arends
Ashbrook
Ashmore
Bates
Battin
Bell
Bennett
Betts
Bolton
Bow
Brock
Broomfield
Broyhill, N. C.
Broyhill, Va.
Buchanan
Burleson
Byrnes, Wis.
Chamberlain
Clancy
Clausen,
Don H.
Cleveland
Collier
Conable
Cramer
Cunningham
Curtin
Curtis
Dague
Dole
Dorn
Dowdy

Downing
Duncan, Tenn.
Erlenborn
Everett
Ford, Gerald R.
Frelinghuysen
Gathings
Goodell
Grover
Gubser
Gurney
Hardy
Harsha
Harvey, Mich.
Henderson
Herlong
Hosmer
Hull
Hutchinson
Ichord
Jarman
Johnson, Pa.
Jonas
Jones, Ala.
Jones, Mo.
Kunkel
Langen
Latta
Lennon
Lipscomb
McClory
MacGregor
Mahon
Marsh
May
Mills
Minshall
Mize

Mosher
Nelsen
Passman
Pelly
Pirnie
Poage
Poff
Quile
Quillen
Reid, Ill.
Reifel
Rhodes, Ariz.
Rumsfeld
Satterfield
Schneebeil
Schweiker
Selden
Shriver
Sikes
Skubitz
Smith, Calif.
Smith, Va.
Springer
Teague, Calif.
Teague, Tex.
Tuck
Utt
Waggonner
Watson
Whalley
Whitten
Williams
Wilson, Bob
Wyatt
Wylder
Younger

NOT VOTING—153

Abernethy
Adams
Albert
Anderson, Ill.
Andrews,
Glenn
Aspinall
Ayres
Baring
Belcher
Berry
Bolling
Bray
Brown, Calif.
Brown, Clar-
ence J., Jr.
Callaway
Carter
Cederberg
Clawson, Del
Clevenger
Cohelan
Colmer

Cooley
Corman
Craley
Davis, Ga.
Davis, Wis.
Denton
Derwinski
Devine
Dickinson
Duncan, Oreg.
Dyal
Edmondson
Edwards, Ala.
Edwards, La.
Ellsworth
Evans, Colo.
Evins, Tenn.
Feighan
Findley
Fino
Fisher
Flynt
Fogarty

Foley
Fountain
Fuqua
Gettys
Gilligan
Greigg
Gross
Hagan, Ga.
Haley
Hall
Halleck
Hanna
Hansen, Idaho
Hansen, Iowa
Hansen, Wash.
Harvey, Ind.
Hawkins
Hébert
Helstoski
Hicks
Holifield
Howard
Hungate

Huot
Jacobs
Jones, N. C.
King, Calif.
King, N. Y.
King, Utah
Kirwan
Kornegay
Laird
Long, La.
McCarthy
McEwen
McFall
McGrath
McMillan
McVicker
Mackay
Mackie
Mailliard
Martin, Ala.
Martin, Mass.
Martin, Nebr.
Matsunaga
Matthews
Meeds
Michel
Miller
Mink
Moeller

Morton
Moss
Murray
Nix
O'Brien
O'Konski
Olsen, Mont.
O'Neal, Ga.
Pool
Powell
Purcell
Randall
Reinecke
Resnick
Reuss
Rivers, Alaska
Rivers, S. C.
Roberts
Robison
Rogers, Fla.
Rogers, Tex.
Roncalio
Roudebush
Roush
Schisler
Schmidhauser
Scott
Senner
Shipley

Sisk
Smith, N. Y.
Stafford
Stanton
Steed
Stephens
Stratton
Sullivan
Sweeney
Talcott
Taylor
Thompson, N. J.
Thompson, Tex.
Thomson, Wis.
Todd
Toll
Trimble
Tunney
Ullman
Walker, Miss.
Walker, N. Mex.
Watkins
Watts
White, Idaho
Whitener
Willis
Wilson,
Charles H.
Yates

So the conference report was agreed to.
The Clerk announced the following pairs:

On this vote:

Mrs. Sullivan for, with Mr. Berry against.
Mr. Steed for, with Mr. Ayres against.
Mr. Sisk for, with Mr. Bray against.
Mr. Schisler for, with Mr. Glenn Andrews against.
Mr. Schmidhauser for, with Mr. Davis of Wisconsin against.
Mr. Senner for, with Mr. Derwinski against.
Mr. Shipley for, with Mr. Devine against.
Mr. Stratton for, with Mr. Dickinson against.
Mr. Trimble for, with Mr. Edwards of Alabama against.
Mr. Tunney for, with Mr. Fino against.
Mr. Ullman for, with Mr. Hansen of Idaho against.
Mr. Charles H. Wilson for, with Mr. McEwen against.
Mr. Yates for, with Mr. Mailliard against.
Mr. Sweeney for, with Mr. Martin of Nebraska against.
Mr. Clevenger for, with Mr. Findley against.
Mr. Corman for, with Mr. Thomson of Wisconsin against.
Mr. Craley for, with Mr. Robison against.
Mr. Denton for, with Mr. Morton against.
Mr. Evans of Colorado for, with Mr. Belcher against.
Mr. Hanna for, with Mr. Roudebush against.
Mr. Hansen of Iowa for, with Mr. Stanton against.
Mrs. Hansen of Washington for, with Mr. Talcott against.
Mrs. Mink for, with Mr. Callaway against.
Mr. Adams for, with Mr. Cederberg against.
Mr. Cohelan for, with Mr. Smith of New York against.
Mr. White of Idaho for, with Mr. Walker of Mississippi against.
Mr. Roush for, with Mr. Michel against.
Mr. O'Brien for, with Mr. Ellsworth against.
Mr. McCarthy for, with Mr. Martin of Alabama against.
Mr. McVicker for, with Mr. Harvey of Indiana against.
Mr. Thompson of New Jersey for, with Mr. Hébert against.
Mr. Holifield for, with Mr. Kornegay against.
Mr. King of California for, with Mr. Randall against.
Mr. Aspinall for, with Mr. Rivers of South Carolina against.
Mr. Dyal for, with Mr. Colmer against.
Mr. Edmondson for, with Mr. Abernethy against.
Mr. Evins of Tennessee for, with Mr. Baring against.

Mr. Feighan for, with Mr. Cooley against.
Mr. Fogarty for, with Mr. Davis of Georgia against.
Mr. Foley for, with Mr. Fisher against.
Mr. Gilligan for, with Mr. Flynt against.
Mr. Hawkins for, with Mr. Fuqua against.
Mr. Helstoski for, with Mr. Gettys against.
Mr. Hicks for, with Mr. Hagan of Georgia against.
Mr. Carter for, with Mr. Hungate against.
Mr. Howard for, with Mr. Jones of North Carolina against.
Mr. Huot for, with Mr. McMillan against.
Mr. Jacobs for, with Mr. Murray against.
Mr. Kirwan for, with Mr. O'Neal of Georgia against.
Mr. King of Utah for, with Mr. Pool against.
Mr. McFall for, with Mr. Rogers of Florida against.
Mr. Brown of California for, with Mr. Scott against.
Mr. Matsunaga for, with Mr. Stephens against.
Mr. Mackay for, with Mr. Taylor against.
Mr. Mackie for, with Mr. Watts against.
Mr. Meeds for, with Mr. Whitener against.
Mr. Miller for, with Mr. Fountain against.
Mr. Moeller for, with Mr. Long of Louisiana against.
Mr. Moss for, with Mr. Clarence J. Brown, Jr., against.
Mr. Nix for, with Mr. Reinecke against.
Mr. Olsen of Montana for, with Mr. Laird against.
Mr. Powell for, with Mr. Halleck against.
Mr. Resnick for, with Mr. Anderson of Illinois against.
Mr. Reuss for, with Mr. King of New York against.
Mr. Rivers of Alaska for, with Mr. Del Clawson against.
Until further notice:
Mr. Albert with Mr. Roberts.
Mr. Rogers of Texas with Mr. Roncalio.
Mr. Thompson of Texas with Mr. Walker of New Mexico.
Mr. Willis with Mr. Todd.
Mr. Duncan of Oregon with Mr. Haley.
Mr. Greigg with Mr. Purcell.
Mr. Matthews with Mr. Toll.
The result of the vote was announced as above recorded.
The doors were opened.
A motion to reconsider was laid on the table.

FURTHER MESSAGE FROM THE SENATE

A further message from the Senate by Mr. Arrington, one of its clerks, announced that the Senate had passed without amendment bills of the House of the following titles:

H.R. 17658. An act to provide for the striking of medals in commemoration of the U.S. Naval Construction Battalions (Seabees) 25th anniversary and the U.S. Navy Civil Engineers Corps (CEC) one hundredth anniversary.

H.R. 18284. An act to authorize the Attorney General to adjust the legislative jurisdiction exercised by the United States over lands within the Federal Reformatory at Chillicothe, Ohio.

The message also announced that the Senate had passed, with amendments in which the concurrence of the House is requested, bills of the House of the following titles:

H.R. 18233. An act authorizing construction, repair, and preservation of certain public works on rivers and harbors for navigation, flood control, and for other purposes; and

H. 18381. An act making supplemental appropriations for the fiscal year ending June 30, 1967, and for other purposes.

The message also announced that the Senate insists upon its amendments to the bill (H.R. 18381) entitled "An act making supplemental appropriations for the fiscal year ending June 30, 1967, and for other purposes." Disagreed to by the House; agrees to the conference asked by the House on the disagreeing votes of the two Houses thereon, and appoints Mr. PASTORE, Mr. HOLLAND, Mr. HAYDEN, Mr. RUSSELL of Georgia, Mr. ELLENDER, Mr. HILL, Mr. YOUNG of North Dakota, Mr. SALTONSTALL and Mr. MUNDT to be the conferees on the part of the Senate.

The message also announced that the Senate had passed bills and a joint resolution of the following titles, in which the concurrence of the House is requested:

S. 2695. An act for the relief of Rosa Anna Genovese;

S. 3050. An act for the relief of Maria Panagiotis Restos;

S. 3111. An act for the relief of John W. Rogers;

S. 3115. An act for the relief of Henri P. Boutin;

S. 3137. An act for the relief of Hye Suk Paeng and Mi Kung Paeng (Patricia Ann);

S. 3144. An act for the relief of the estate of Patrick E. Eagan;

S. 3208. An act for the relief of Kimiko Bethard;

S. 3223. An act for the relief of Dr. Jesus L. Lastra;

S. 3233. An act for the relief of Dr. Roberto E. Parajon and Maria C. Florin Parajon, his wife;

S. 3241. An act for the relief of Dr. Pablo A. Suarez;

S. 3257. An act for the relief of certain employees of the Puget Sound Naval Shipyard;

S. 3258. An act for the relief of Deniz Hikmet Sen Manes;

S. 3278. An act for the relief of Ernesto Sanchez Jerez;

S. 3448. An act for the relief of Capt. Robert C. Crisp, U.S. Air Force;

S. 3580. An act to provide additional readjustment assistance to veterans who served in the Armed Forces during the Vietnam era, and for other purposes;

S. 3674. An act for the relief of Chun Moon Hee (Hi);

S. 3713. An act for the relief of Julio Juan Castellanos Lopez;

S. 3790. An act for the relief of Dr. Luis G. Dedirot; and

S.J. Res. 124. Joint resolution to establish the Golden Spike Centennial Celebration Commission.

SUNNYSIDE SEED FARMS

Mr. CELLER. Mr. Speaker, I ask unanimous consent for the immediate consideration of S. 195, for the relief of Sunnyside Seed Farms.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from New York?

There was no objection.

The Clerk read the Senate bill, as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Treasury is authorized and directed to pay, out of any money not otherwise appropriated, to the Sunnyside Seed Farms, of Middleton, Wisconsin, the sum of \$10,200, in full satisfaction of all its claims against the United States for storage charges for the failure to use certain facilities of such firm for a two-year period from November 1, 1951, through November 1, 1953, pursuant to the storage guarantee agreement (alpm (PK) 24721): Provided, That no part of the amount appropriated in this Act in excess of 10 per centum thereof shall be paid or delivered to or received by any agent or attorney on account of services rendered in connection with this claim, and the same shall be unlawful, any contract to the contrary notwithstanding. Any person violating the provisions of this Act shall be deemed guilty of a misdemeanor and upon conviction thereof shall be fined in any sum not exceeding \$1,000.

The bill was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

DEPARTMENTS OF STATE, JUSTICE, AND COMMERCE, THE JUDICIARY, AND RELATED AGENCIES APPROPRIATION BILL, FISCAL YEAR 1967

Mr. ROONEY of New York. Mr. Speaker, I call up the conference report on the bill (H.R. 18119) making appropriations for the Departments of State, Justice, and Commerce, the judiciary, and related agencies for the fiscal year ending June 30, 1967, and for other purposes, and ask unanimous consent that

the statement of the managers on the part of the House be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from New York?

There was no objection.

The Clerk read the statement.

(For conference report and statement see proceedings of the House of October 19, 1966.)

Mr. ROONEY of New York (interrupting the reading of the statement). Mr. Speaker, I ask unanimous consent to dispense with further reading of the statement.

The SPEAKER. Is there objection to the request of the gentleman from New York?

There was no objection.

Mr. ROONEY of New York. Mr. Speaker, this bill making appropriations for the Departments of State, Justice, and Commerce, the judiciary, and related agencies for the fiscal year ending June 30, 1967, and for other purposes contains a total of \$2,347,826,600 in direct appropriations. It also contains a total of \$3,968,400,000 for the Bureau of Public Roads which is derived from the highway trust fund.

This bill now before the House is below both the House and Senate versions.

The amount agreed upon in conference is \$16,182,000 below the bill as it passed the House. It should be noted that additional budget estimates totaling \$35,766,500 were considered by the Senate over and above those considered by the House.

The amount agreed upon in conference is \$3,115,000 below the bill as it passed the Senate.

This bill is \$286,578,400 below the total of the budget estimates.

Finally, it is \$383,269,850 below the appropriations for fiscal year 1966.

Mr. Speaker, I ask unanimous consent to insert at this point in the RECORD a table showing the actions of House-Senate conferees with regard to the various departments and agencies contained in the bill.

The SPEAKER. Is there objection to the request of the gentleman from New York?

There was no objection.

Departments of State, Justice, and Commerce, the judiciary, and related agencies, 1967

Item	Appropriations, 1966	Budget estimates, 1967	Passed House	Passed Senate	Conference action	Conference action compared with—			
						Appropriations, 1966	Budget estimates, 1967	House	Senate
Department of State	\$392,558,000	\$393,330,000	\$386,457,000	\$388,257,000	\$386,757,000	-\$5,801,000	-\$6,573,000	+\$300,000	-\$1,500,000
Department of Justice	387,593,000	406,903,000	386,919,000	386,919,000	386,919,000	-674,000	-19,984,000		
Department of Commerce	1,294,542,250	1,493,285,000	1,286,390,000	1,263,470,000	1,261,990,000	-32,552,250	-231,295,000	-24,400,000	-1,480,000
Bureau of Public Roads (highway trust fund)	(3,968,400,000)	(3,970,000,000)	(3,968,400,000)	(3,968,400,000)	(3,968,400,000)	(+70,000,000)	(-1,600,000)		
The judiciary	83,116,200	96,505,000	88,569,600	88,774,600	88,669,600	+5,553,400	-7,835,400	+100,000	-105,000
American Battle Monuments Commission	2,148,000	2,092,000	2,092,000	2,092,000	2,092,000	-56,000			
Commission on Civil Rights	1,925,000	2,703,000	2,500,000	2,500,000	2,500,000	+575,000	-203,000		
Office of Education: Civil rights educational activities	8,000,000	11,115,000	8,000,000	8,000,000	8,000,000		-3,115,000		
Equal Employment Opportunity Commission	3,250,000	5,870,000	5,200,000	5,200,000	5,200,000	+1,950,000	-670,000		
Federal Maritime Commission	3,218,000	3,475,000	3,375,000	3,375,000	3,375,000	+157,000	-100,000		
Foreign Claims Settlement Commission	1,915,000	2,000,000	2,000,000	2,000,000	2,000,000	+85,000			



Public Law 89-794
89th Congress, H. R. 15111
November 8, 1966

An Act

80 STAT. 1451

To provide for continued progress in the Nation's war on poverty.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Economic Opportunity Amendments of 1966".

Economic Op-
portunity
Amendments of
1966.

AUTHORIZATION OF APPROPRIATIONS

SEC. 2. (a) For purposes of carrying out the Economic Opportunity Act of 1964 (other than part C of title I thereof) there is hereby authorized to be appropriated for the fiscal year ending June 30, 1967, the sum of—

78 Stat. 508.
42 USC 2701 note.

- (1) \$696,000,000 for carrying out title I,
- (2) \$846,000,000 for carrying out title II,
- (3) \$57,000,000 for carrying out title III,
- (4) \$5,000,000 for carrying out section 402(b),
- (5) \$100,000,000 for carrying out title V,
- (6) \$15,000,000 for carrying out title VI,
- (7) \$31,000,000 for carrying out title VIII.

Post, p. 1472.

(b) (1) Of the sums available for carrying out title I of the Economic Opportunity Act of 1964 (other than part C thereof) in the fiscal year ending June 30, 1967, \$211,000,000 is authorized for carrying out part A thereof, \$410,000,000 is authorized for carrying out part B thereof, and \$75,000,000 is authorized for carrying out part D thereof.

(2) Of the sums available for carrying out title II of such Act in the fiscal year ending June 30, 1967, \$36,500,000 is authorized for carrying out section 205(d); \$36,500,000 is authorized for carrying out section 205(e); \$8,000,000 is authorized for carrying out section 206(b); \$352,000,000 is authorized for carrying out section 211-1(a); \$22,000,000 is authorized for carrying out section 211-1(b); \$61,000,000 is authorized for carrying out section 211-2; \$7,000,000 is authorized for carrying out section 211-3; \$323,000,000 is authorized for carrying out programs for which authorizations are not provided in the preceding clauses of this paragraph.

TITLE I—AMENDMENTS TO TITLE I OF THE ACT

JOB CORPS—STUDIES TO BE PROPERTY OF UNITED STATES

SEC. 101. (a) Section 103(a) of the Economic Opportunity Act of 1964 (hereinafter referred to as "the Act") is amended by inserting before the semicolon at the end thereof the following: " : *Provided*, That such agreements shall provide that all studies, evaluations, proposals, and data produced or developed with Federal funds in the course of the operation of any conservation camp or training center shall become the property of the United States".

42 USC 2713.

(b) Section 103(b) of the Act is amended by striking out "with reduced federal expenditures" and inserting in lieu thereof "at comparable costs".

JOB CORPS—HIGH SCHOOL EQUIVALENCY CERTIFICATES

SEC. 102. Section 103(b) of the Act is amended by inserting before the semicolon at the end thereof the following: " : *Provided*, That such arrangements for education and training of enrollees in the Corps

shall, to the extent feasible, provide opportunities for qualified enrollees to obtain education or training necessary to qualify them for the equivalent of a certificate of graduation from high school;".

JOB CORPS—NUMBER OF WOMEN IN THE CORPS

78 Stat. 509.
42 USC 2714.

SEC. 103. Section 104 of the Act is amended by adding at the end thereof the following new subsection:

"(e) The Director shall take such action as may be necessary to insure that, on or before July 1, 1967, the number of women in residence, and receiving training, at Job Corps conservation camps and training centers is not less than 23 per centum of the total number of enrollees in the Job Corps."

JOB CORPS—MAXIMUM CAPACITY OF JOB CORPS CAMPS AND CENTERS

SEC. 104. Section 104 of the Act is amended by adding at the end thereof (after the subsection added by section 103) the following:

"(f) The Director shall not use any funds made available to carry out this part for the fiscal year ending June 30, 1967, in such a manner as to increase the capacity of conservation camps and training centers of the Job Corps above the capacity of 45,000 enrollees in such camps and centers."

JOB CORPS—MAXIMUM PERMISSIBLE COST PER ENROLLEE IN CENTERS

SEC. 105. Section 104 of the Act is amended by adding at the end thereof (after the subsection added by section 104) the following:

"(g) The Director shall take such action as may be necessary to insure that for any fiscal year the direct operating costs of Job Corps camps and centers which have been in operation for more than nine months do not exceed \$7,500 per enrollee in such camps and centers."

JOB CORPS—COMMUNITY ACTIVITY

SEC. 106. Section 104 of the Act is amended by adding at the end thereof (after the subsection added by section 105) the following:

"(h) Job Corps officials shall, whenever possible, stimulate formation of indigenous community activity in areas surrounding Job Corps camps and centers to provide a friendly and adequate reception of enrollees into community life."

JOB CORPS—ENROLLEE ASSIGNMENT

SEC. 107. Section 104 of the Act is amended by adding at the end thereof (after the subsection added by section 106) the following:

"(i) Whenever there is a vacancy in a Job Corps camp or center in the region in which an enrollee resides which is an appropriate camp or center to meet the needs of the enrollee as determined by the Director, such enrollee shall be assigned to such camp or center. If no such vacancy exists, the enrollee shall be assigned to the Job Corps camp or center offering programs and activities appropriate to meet the needs of the enrollee as determined by the Director, which is nearest to the residence of such enrollee."

JOB CORPS—FOLLOW-UP INFORMATION

SEC. 108. Section 104 of the Act is amended by adding at the end thereof (after the subsection added by section 107) the following: 78 Stat. 509.
42 USC 2714.

“(j) The Director shall to the maximum extent feasible assure that each enrollee who successfully completes enrollment in the Corps furnishes to him six months and eighteen months after such completed enrollment the following information:

- “(1) The place of residence of such enrollee;
- “(2) The employment status of such enrollee;
- “(3) The compensation received by such enrollee in his current job and the compensation received by him in the job, if any, immediately preceding his current job; and
- “(4) Such other relevant information determined by the Director to be necessary for an effective follow-up.”

JOB CORPS—APPLICATION OF FEDERAL EMPLOYEES' COMPENSATION ACT

SEC. 109. Section 106(c) (2) (B) of the Act is amended by striking out “\$150, except that with respect to compensation for disability accruing after the individual concerned reaches the age of twenty-one, such monthly pay shall be deemed to be”. 42 USC 2716.

JOB CORPS—STANDARDS OF CONDUCT

SEC. 110. Part A of title I of the Act is amended by adding at the end thereof the following: 42 USC 2711-2720.

“STANDARDS OF CONDUCT

“SEC. 111. (a) Within Job Corps camps and centers, standards of conduct and deportment shall be provided and stringently enforced. In the case of violations committed by enrollees, dismissals from the Corps or transfers to other locations shall be made in every instance where it is determined that retention in the Corps, or in the particular Job Corps camp or center, will jeopardize the enforcement of such standards of conduct and deportment or diminish the opportunity of other enrollees.

“(b) In order to promote the proper moral and disciplinary conditions in Job Corps conservation camps and training centers, the individual directors of Job Corps camps and centers shall be given full authority to take appropriate disciplinary measures against enrollees including, but not limited to, dismissal from the Job Corps, subject to expeditious appeal procedures to higher authority, as provided under regulation set by the Director.

“(c) The Director shall establish appropriate procedures to insure that the transfer of Job Corps enrollees from State or local jurisdiction shall in no way violate parole or probationary procedures of the State. In the event procedures have been established under which the enrollment of a youth subject to parole or probationary jurisdiction is acceptable to appropriate State authorities, the Director shall make provisions for regular supervision of the enrollee and for reports to such State authorities to conform with the appropriate parole and probationary requirements in such State.”

JOB CORPS—EXPERIMENTAL AND DEMONSTRATION PROJECTS

76 Stat. 508.
42 USC 2711 et
seq.

SEC. 111. Part A of title I of the Act is amended by adding at the end thereof the following new section:

“EXPERIMENTAL AND DEMONSTRATION PROJECTS

“SEC. 111-1. The Director shall arrange, through grants or contracts, for the carrying out of experimental and demonstration projects (of which not to exceed four may involve the construction of new camps or centers) providing youth employment and training on a combined residential and nonresidential basis. Such projects may involve the use of resources or authority under both this part and part B of this title, pursuant to agreements with the Secretary of Labor where funds under part B of this title are so used, and the Director is authorized to waive any provision of such parts which he finds would prevent the carrying out of elements of such projects essential to a determination and demonstration of their feasibility and usefulness. The Director shall report to the Congress a full description of actions taken and progress made under this section no later than March 1, 1968.”

Report to
Congress.

WORK TRAINING PROGRAMS—REVISION OF THE PROGRAM

SEC. 112. (a) Sections 111, 112, and 113 of Part B of title I of the Act are amended to read as follows:

42 USC 2731-
2733.

“NEIGHBORHOOD YOUTH CORPS

“SEC. 112. (a) The Director shall formulate and carry out—

“(1) programs to provide part-time employment, on-the-job training, and useful work experience for students from low-income families who are in the ninth through twelfth grades of school (or are of an age equivalent to that of students in such grades) who are in need of the earnings to permit them to resume or maintain attendance in school, and

“(2) programs to provide unemployed individuals useful work experience and on-the-job training, combined where needed with educational and training assistance, including basic literacy and occupational training designed to assist the individuals to develop their maximum occupational potential. Enrollment shall be limited to individuals aged sixteen through twenty-one years.

“(b) In determining for purposes of paragraph (1) of subsection (a) whether a student is from a low-income family, the Director shall consider a student to be from such a family if the family receives cash welfare payments.

“FINANCIAL ASSISTANCE

“SEC. 113. (a) The Director is authorized to enter into agreements providing for the payment by him of part or all of the cost of a program submitted under section 112 if he determines, in accordance with such regulations as he may prescribe, that—

“(1) enrollees will be employed either (A) on publicly owned and operated facilities or projects, or (B) on local projects sponsored by private organizations;

“(2) no enrollees will be employed on projects involving political parties, or the construction, operation, or maintenance of so much of any facility as is used or to be used for sectarian instruction or as a place for religious worship;

“(3) the program will not result in the displacement of employed workers or impair existing contracts for services; and

“(4) the rates of pay for time spent in work, training or education and other conditions of employment will be appropriate and reasonable in the light of such factors as the type of work performed, geographical region, and proficiency of the employee.

“(b) In approving on-the-job training projects with other than public or private nonprofit organizations, the Director is authorized to enter into agreements to pay reasonable training costs but not wages paid to enrollees for services performed.

“(c) In approving projects under this part, the Director shall give priority to projects with high training potential and high potential for contributing to the upward mobility of the trainee.”

(b) Section 114(a) of the Act is amended by striking out “Participation” and inserting in lieu thereof “Enrollment” and by striking out “who have attained age sixteen but have not attained age twenty-two,”.

78 Stat. 513.

42 USC 2734.

(c) Section 114(c) of the Act is amended by striking out “non-profit”.

(d) Section 115 of the Act is amended by striking out “paid for the period ending three years after the date of enactment of this Act” and by striking out “and such assistance paid for periods thereafter shall not exceed 50 per centum of such costs,”.

79 Stat. 974.

42 USC 2735.

SPECIAL IMPACT PROGRAMS

SEC. 113. Title I of the Economic Opportunity Act of 1964 is amended by—

(1) striking out the heading of such title and inserting in lieu thereof: “TITLE I—WORK TRAINING AND WORK-STUDY PROGRAMS”; and

(2) inserting the following new part immediately following part C:

“PART D—SPECIAL IMPACT PROGRAMS

“ESTABLISHMENT OF PROGRAMS

“SEC. 131. (a) The purpose of this part is to establish special programs which (1) are directed to the solution of the critical problems existing in particular communities and neighborhoods (defined without regard to political or other subdivisions or boundaries) within those urban areas of the Nation having, in the judgment of the Director, especially large concentrations of low-income persons; (2) are of sufficient size and scope to have an appreciable impact in such communities and neighborhoods in arresting tendencies toward dependency, chronic unemployment, and rising community tensions; and (3) where feasible and appropriate, are part of a citywide plan for the reorganization of local or State agencies in order to coordinate effectively all relevant programs of social development.

“(b) In order to carry out the purposes of this part, the Director is authorized to make grants to public or private nonprofit organizations, or to enter into contracts with other private organizations, for the payment of all or part of the cost of programs described in sections 205 (d) and (e) of this Act. The Director shall assure that the work training

Post, p. 1458.

Post, p. 1458.

78 Stat. 516.
42 USC 2781-
2791.

and employment opportunities created under these special programs are filled by the residents of the communities or neighborhoods served, and that the activities pursued are carried out in the communities and neighborhoods described in subsection (a). For the purposes of this section, the Director may include youths aged sixteen to twenty-one who are unemployed, underemployed, or below the poverty level as established for the programs described in sections 205 (d) and (e).

"(c) The Director shall establish such criteria, and impose such conditions, as may be necessary or appropriate to assure that no program assistance under this part will result in the displacement of employed workers or impair existing contracts for services and to assure that the rates of pay and other conditions of employment will be appropriate and reasonable in the light of such factors as the type of work performed, geographical region, and proficiency of the employee.

"(d) In carrying out the provisions of this part, the Director shall establish such procedures or impose such requirements as may be necessary or appropriate to assure maximum coordination with community action programs approved pursuant to part A of title II of this Act.

"FEDERAL SHARE OF PROGRAM COSTS

"SEC. 132. Federal grants to any program carried out pursuant to this part shall not exceed 90 per centum of the cost of such program including costs of administration, unless the Director determines, pursuant to regulations adopted and promulgated by him establishing objective criteria for such determinations, that assistance in excess of such percentages is required in furtherance of the purposes of this part. Non-Federal contributions may be in cash or in kind, fairly evaluated, including but not limited to plant, equipment, and services: *Provided*, That where capital investment is required under a contract with a private organization (other than a nonprofit organization), the Federal share thereof shall not exceed 90 per centum of such capital investment and the non-Federal share shall be as defined above."

TITLE I PROGRAMS—DURATION; LIMITATION ON USE OF FUNDS

SEC. 114. Part D of title I of the Act is amended to read as follows:

"PART E—DURATION OF PROGRAM

"SEC. 141. The Director shall carry out the programs for which he is responsible under this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law."

TITLE II—AMENDMENTS TO TITLE II OF THE ACT

COMMUNITY ACTION—DEFINITION OF "COMMUNITY"

42 USC 2782.

SEC. 201. Section 202(a) (1) of the Act is amended by inserting "in an attack on poverty" after "utilizes", and by striking out "in an attack on poverty" and inserting in lieu thereof "or any neighborhood or other area (irrespective of boundaries or political subdivisions) which is sufficiently homogeneous in character to be an appropriate area for an attack on poverty under this part;".

COMMUNITY ACTION—CRITERIA FOR APPROVAL PROGRAMS

SEC. 202. Section 202(b) of the Act is amended by adding at the end thereof a new sentence to read as follows: "Such criteria shall include requirements to assure (1) that each agency responsible for a community action program is qualified to administer such program and the funds granted to it efficiently, effectively, and in a manner fully consistent with the provisions and purposes of this part, having due regard for the size and complexity of such program and the number of persons and size of the area served; (2) that each such agency is subject to evaluation of program progress and regular or periodic audits and that the results or findings of such evaluations and audits are considered by the agency as well as by the Director in connection with proposals or applications for the renewal, expansion, or modification of any such program; (3) that each such agency maintains records and internal controls needed to achieve and document compliance with all legal requirements and that all records bearing exclusively on grants made under this part are available to the General Accounting Office; (4) that each such program is carried on in accordance with standards and policies, including rules governing the conduct of officers and employees, to preclude the use of program funds, the provision of services, or the employment or assignment of personnel in a manner supporting, or resulting in an identification of such program with, any partisan political activity or any activity designed to further the election or defeat of any candidate for public office; and (5) that the personnel of each such agency are selected, employed, promoted, and compensated in accordance with standards prescribed by the Director, or personnel plans approved by him, as promoting efficiency and the effective use of funds."

78 Stat. 516.
42 USC 2782.

COMMUNITY ACTION—REPRESENTATIVES OF THE POOR

SEC. 203. Section 202 of the Act is amended by adding at the end thereof the following new subsections:

"(c) (1) The Director shall not approve, or continue to fund after March 1, 1967, a community action program which is conducted, administered, or coordinated by a board which contains representatives of various geographical areas in the community unless such representatives are required to live in the area they represent.

"(2) The Director shall not approve, or continue to fund after March 1, 1967, a community action program which is conducted, administered, or coordinated by a board on which representatives of the poor do not comprise at least one-third of the membership.

"(3) The representatives of the poor shall be selected by the residents in areas of concentration of poverty, with special emphasis on participation by the residents of the area who are poor.

"(4) In communities where substantial numbers of the poor reside outside of areas of concentration of poverty, provision shall be made for selection of representatives of such poor through a process, such as neighborhood meetings, in which the poor participate to the greatest possible degree.

"(d) The Director shall require community action agencies to establish procedures under which representative groups of the poor including but not limited to minority groups, the elderly, and the rural population, which feel themselves inadequately represented on their community action agency policy board, may petition for adequate representation on such board."

COMMUNITY ACTION—USE OF LATEST DATA IN MAKING ALLOTMENTS

78 Stat. 517.
42 USC 2783.

SEC. 204. Section 203(b) of the Act is amended (1) by inserting after "State" the second time it appears in paragraph (1) the following "(as determined on the basis of the latest appropriate data)", (2) by inserting after "States" the second time it appears in such paragraph the following "(as so determined)", (3) by inserting after "State" the second time it appears in paragraph (2) the following "(as determined on the basis of the latest appropriate data)", and (4) by inserting after "States" the second time it appears in paragraph (2) the following "(as so determined)".

COMMUNITY ACTION—SALARY LIMITS

42 USC 2785.

SEC. 205. Section 205(a) of the Act is amended by adding at the end thereof the following new sentence: "The Director shall require that where an agency pays an employee engaged in carrying out a community action program at a rate in excess of \$15,000 per annum, payment of such excess shall not be made from Federal funds; and any amount paid such an employee in excess of \$15,000 per annum shall not be considered in determining whether section 208(a) has been complied with."

42 USC 2788.

COMMUNITY ACTION—ADULT WORK TRAINING AND EMPLOYMENT PROGRAMS

79 Stat. 974.

SEC. 206. (a) Section 205 of the Act is amended by redesignating subsection (e) as subsection (f) and by inserting immediately following subsection (d) the following new subsection:

"(e) The Director is authorized to make grants or enter into agreements with any State or local agency or private organization to pay all or part of the costs of adult work training and employment programs for unemployed or low-income persons involving activities designed to improve the physical, social, economic or cultural condition of the community or area served in fields including, but not limited to, health, education, welfare, neighborhood redevelopment, and public safety. Such programs shall (1) assist in developing entry level employment opportunities, (2) provide maximum prospects for advancement and continued employment without Federal assistance, and (3) be combined with necessary educational, training, counseling, and transportation assistance, and such other supportive services as may be needed. Such work experience shall be combined, where needed, with educational and training assistance, including basic literacy and occupational training. Such program shall be conducted in a manner consistent with policies applicable under this Act for the protection of employed workers and the maintenance of basic rates of pay and other suitable conditions of employment."

COMMUNITY ACTION—USE OF PUBLIC FACILITIES

SEC. 207. Section 205(f) of the Act (as so redesignated by section 206) is amended by inserting before the period at the end thereof the following: "and to programs which make the maximum utilization of existing schools, community centers, settlement houses, and other facilities during times they are not in use for their primary purpose".

COMMUNITY ACTION—FUNDING INDEPENDENT PROGRAMS; MEMBERSHIP
IN SPONSORING ORGANIZATIONS

SEC. 208. Section 205 of the Act is amended by adding at the end thereof the following new subsections:

78 Stat. 518.
42 USC 2785.

“(g) The Director shall carry out this part in such a manner as to insure that funds available for carrying out this part (other than those available for carrying out subsections (d) and (e) of this section, and sections 206(b), 211-1(a), 211-1(b), 211-2 and 211-3) at least 5 per centum will be used for carrying out independently funded community action programs (other than programs described in subsections (d) and (e) of this section, and sections 206(b), 211-1(a), 211-1(b), 211-2 and 211-3) which are carried on in communities in which there is being carried on concurrently a community action program for which an overall community action agency assumes responsibility for planning, developing, and coordinating community-wide antipoverty programs and provides for the involvement and participation of public and private nonprofit agencies. In addition the Director may use an additional 5 per centum of such funds for carrying out such programs. For purposes of this subsection, a program will be deemed to be independently funded if the grantee is one that develops, and is funded to operate only, programs which are of limited scope and which does not have broad comprehensive community representation on its policymaking board, whether or not the grantee sponsors one or several component programs.

Ante, p. 1458.
Post, p. 1462.

“(h) The Director shall make grants to, or contracts with, independently funded public and private nonprofit agencies and organizations in predominantly rural areas in accordance with sections 210 and 617, where the Director determines it is not feasible, within a reasonable period of time, to establish community action agencies.

42 USC 2790.
79 Stat. 979.
42 USC 2967.

“(i) If projects are of a regional nature and can be more efficiently operated on this basis, the Director may make grants to, or contract with, independently funded, public and private nonprofit agencies and organizations for the conduct and administration of such projects.

“(j) No officer or employee of the Office of Economic Opportunity shall be an executive officer or a member of the board of directors of any organization (other than a religious organization) with which the Director has entered into a contract under this section to carry out a community action program or a component program thereof.”

COMMUNITY ACTION—FISCAL RESPONSIBILITY AND ACCOUNTING

SEC. 209. Section 205 of the Act is amended by inserting at the end hereof (after the subsections added by section 208) the following:

“(k) No funds shall be released to any public or private nonprofit agency, or combination thereof, under this section unless the grantee organization has submitted to the Director either—

“(1) a statement from the appropriate public financial officer of the community or of the public agency which will maintain the accounts of the grantee, stating that such officer accepts responsibility for providing financial services adequate to insure the establishment and maintenance of an accounting system by such agency and its delegate agencies, with internal controls adequate to safeguard the assets of such agencies, check the accuracy and reliability of accounting data, promote operational efficiency and encourage adherence to prescribed management policies; or

"(2) an opinion from a Certified Public Accountant or a duly licensed public accountant stating that the grantee has established such an accounting system."

"(1) (1) The Director shall make or cause to be made a preliminary audit survey within 3 months after the effective date of a grant or contract with any public or private nonprofit agency, or combination thereof, under this section to review and evaluate the adequacy of the grantee organization's and its delegate agencies' accounting systems and internal controls.

"(2) Within 30 days of the completion of such survey, the Director shall determine on the basis of the findings and conclusions resulting from such survey whether the accounting systems of the grantee organization and its delegate agencies meet the standards set forth in subsections (k) (1) and (k) (2). If he shall determine that the standards have not been met, he shall immediately notify the grantee organization of his determination and he shall consider whether suspension of further payment of Federal funds under the subject grant is warranted.

"(3) In the event of suspension of any grant funds pursuant to subsection (1) (2), the affected agency shall be given not more than six months from the date of notice of suspension in which to establish, with the advice of Office of Economic Opportunity auditors, the procedures prescribed in subsection (k). A new audit shall be performed within this period and if, by the end of this period, the Director is still unable to determine that the accounting system meets the required standards he shall terminate the contract or grant.

"(m) The Director shall establish such rules and regulations as may be required to insure that public or private nonprofit agencies, or combinations thereof, maintain the standards of accounting set forth in sections 205(k) (1) and (2) during the period of any grant or contract under this section."

COMMUNITY ACTION—PAYMENT OF ALLOWANCES FOR ATTENDANCE AT MEETINGS

42 USC 2785.

SEC. 210. Section 205 of the Act is amended by inserting at the end thereof (after the subsections inserted by section 209) the following:

"(n) In extending assistance under this section the Director is authorized to make grants for the payment of a reasonable allowance per meeting for attendance at community action agency board meetings or neighborhood community action council or committee meetings and for the reimbursement of other necessary expenses of attendance at such meetings to members of such boards, councils, or committees who are residents of the areas and members of the group served in order to insure and encourage their maximum feasible participation in the development, conduct, and administration of community action programs: *Provided, however,* That no such payments shall be made for attendance at more than two meetings in a month, or to any person who is an employee of the United States Government, of a community action agency, or of a State or local governmental agency."

COMMUNITY ACTION—FAMILY PLANNING SERVICES

SEC. 211. Section 205 of the Act is amended by inserting at the end thereof (after the subsection added by section 210) the following:

"(o) (1) In making grants for programs in the field of family planning the Director shall assure that family planning services, including

the dissemination of family planning information and medical assistance and supplies, are made available to all individuals who meet the criteria for eligibility for assistance under this part which have been established by the community action agency and who desire such information, assistance, or supplies.

“(2) No such grant shall be approved unless it contains and is supported by reasonable assurances that in carrying out any program assisted by any such grant, the applicant will establish and follow procedures designed to insure that—

“(A) no individual will be provided with any information, medical supervision or supplies which such individual states to be inconsistent with his or her moral, philosophical, or religious beliefs; and

“(B) no individual will be provided with any medical supervision or supplies unless such individual has voluntarily requested such medical supervision or supplies.

“(3) The use of family planning services provided by the applicant under such grant shall not be a prerequisite to the receipt of services from or participation in any other programs under this Act.”

COMMUNITY ACTION—TECHNICAL ASSISTANCE, TRAINING, AND
EMERGENCY LOANS

SEC. 212. (a) Section 206 of the Act is amended to read as follows:

78 Stat. 518.
42 USC 2786.

“TECHNICAL ASSISTANCE, TRAINING, AND EMERGENCY LOANS

“SEC. 206. (a) The Director is authorized to provide, either directly or through grants or other arrangements, (1) technical assistance to communities in developing, conducting, and administering community action programs, and (2) training for specialized or other personnel needed to develop, conduct, or administer such programs or to provide services or other assistance in connection with such programs or otherwise pertaining to the purposes of this part. The Director may, upon request of a grantee under this section, or sections 204, 205, or 209(b), make special assignments of personnel to the grantee to assist and advise in the performance of functions related to the purposes of this part, except that in no event shall more than one hundred persons be employed for, or at any one time regularly engaged in, such assignments, nor shall any such special assignment be for a period of more than two years in the case of any grantee.

42 USC 2784,
2785, 2789.

“(b) The Director shall also formulate and carry out a program for making small loans to persons in low-income families to meet immediate and urgent family needs. The total outstanding balance of loans made to an individual under this subsection may not at any time exceed \$300. Loans under this subsection shall bear interest at the rate of 2 per centum per annum and shall be made on such other terms and conditions as the Director may prescribe.”

COMMUNITY ACTION—RESEARCH AND DEMONSTRATIONS

SEC. 213. Section 207 of the Act is amended by striking out “, training,” by striking out “15 per centum” and inserting “5 per centum”, and by adding at the end thereof the following: “No grant or contract for a research or demonstration project shall be made under this section after January 1, 1967, except pursuant to an overall plan setting forth specific objectives to be achieved under this section and setting forth priorities among such objectives. Such plan, to the extent it contemplates activities or programs that may be undertaken by other

42 USC 2787.

Federal agencies or the making of grants or contracts that might be made by other Federal agencies having demonstration and research responsibilities, shall be approved by the Director only after consultation with such agencies. The Director shall include as part of the annual report required by section 608, or as a separate and simultaneous report, a description of the principal research and demonstration activities undertaken during each fiscal year under this part, a statement indicating the relation of such activities to the plan and the policies of this Act, and a statement with respect to each such category, describing the results or findings of such research and demonstration activities, or indicating the time or period, and to the extent possible the manner, in which the benefits or expected benefits of such activities will or are expected to be realized. The Director shall require that all applications or proposals for research or demonstrations shall be filed simultaneously in the appropriate regional office of the Office of Economic Opportunity, and shall require such offices to review and make recommendations with respect thereto within fifteen days from the date of filing."

COMMUNITY ACTION—LIMITATIONS ON ASSISTANCE

78 Stat. 519;
79 Stat. 975.
42 USC 2788.

SEC. 214. Section 208(a) of the Act is amended by striking out "three years after the date of enactment of this Act" and inserting in lieu thereof "June 30, 1967", and by striking out "50 per centum" and inserting in lieu thereof "80 per centum".

COMMUNITY ACTION—HEADSTART AND LEGAL SERVICES PROGRAMS

42 USC 2781 et
seq.

SEC. 215. Title II of the Act is amended by inserting after section 211 the following new section:

"HEADSTART AND LEGAL SERVICES PROGRAMS

"SEC. 211-1. (a) In carrying out sections 204 and 205, the Director shall carry out programs eligible for assistance under such sections which assist young children who have not reached the age of compulsory school attendance and which include (1) the furnishing of such comprehensive health, nutritional, social, educational, and mental health services as the Director finds will aid such children to attain their greatest potential, (2) the provision of appropriate activities to encourage the participation of parents of such children and the effective use of their services, and (3) such other training, technical assistance, evaluation, and follow-through activities as may be necessary or appropriate.

"(b) In carrying out sections 204 and 205, the Director shall carry out programs eligible for assistance under such sections, which provide legal advice and legal representation to persons when they are unable to afford the services of a private attorney, together with legal research and information as appropriate to mobilize the assistance of lawyers or legal institutions, or combinations thereof, to further the cause of justice among persons living in poverty: *Provided*, That the Director shall establish procedures to assure that the principal local bar associations in the area to be served by any proposed program of legal advice and representation are afforded an adequate opportunity to review the proposed program and to submit comments and recommendations thereon before such program is approved or funded."

HEALTH SERVICES

SEC. 216. Part A of title II of the Act is amended by adding at the end thereof the following new section:

78 Stat. 516.
42 USC 2781 et
seq.

"COMPREHENSIVE HEALTH SERVICES PROGRAMS

"SEC. 211-2. (a) The Director is authorized to make grants to, or to contract with, public or private nonprofit agencies in order to provide assistance necessary for the development and implementation of comprehensive health services programs focused upon the needs of persons residing in urban or rural areas having high concentrations of poverty and a marked inadequacy of health services. Such programs shall be designed—

"(1) to make possible, with maximum feasible utilization of existing agencies and resources, the provision of comprehensive health services, including but not limited to preventive medical, diagnostic, treatment, rehabilitation, mental health, dental, and follow-up services, together with facilities and rehabilitation necessary in connection therewith; and

"(2) to assure that such services are made readily accessible to the residents of such areas, are furnished in a manner most responsive to their needs and with their participation, and wherever possible are combined with, or included within arrangements for providing, employment, education, social, or other assistance needed by the families and individuals served.

Before approving any program under this section, the Director shall consult with appropriate Federal, State, and local health agencies and take such steps, or impose such conditions, as may be required to make certain that the program will be carried on under competent professional supervision and that existing agencies providing services related to this section are furnished with all assistance necessary or appropriate in order to permit them to plan for participation in such program and for the necessary continuation of such services.

"(b) In carrying out this section, the Director shall formulate and carry out programs for the prevention of narcotic addiction and the rehabilitation of narcotic addicts. Such programs shall include provisions for the detoxification, guidance, training, and job placement of narcotic addicts.

"(c) The Director, either separately or as part of the annual report required under section 608, shall submit at least annually to the Congress a comprehensive statement describing the actions taken and progress made under this section and all other provisions of this Act in meeting the needs of the poor for expanded and improved health services. The Director shall also provide for studies of the nature and characteristics of health problems particularly significant to low-income persons.

Report to
Congress.
42 USC 2948.

"(d) The Director is authorized, after consultation with the Secretary of Health, Education, and Welfare, to secure (by grant or contract) objective studies of the overall operation of the programs authorized under this section, including their relationship to and impact on the adequacy and availability of all relevant programs and services for meeting total health needs. Reports of such studies, together with such comments and recommendations as the Director and the Secretary of Health, Education, and Welfare may care to offer, shall be submitted to the President and the Congress."

Reports to
President and
Congress.

ADULT BASIC EDUCATION

78 Stat. 516.
42 USC 2781 et
seq.

SEC. 217. Title II of the Act is amended by adding at the end thereof (after the section added by section 216) the following new section:

"SPECIAL PROJECTS ON ADULT BASIC EDUCATION

"SEC. 211-3. The Director is authorized to make grants to local educational agencies and to other public or private nonprofit agencies for the purpose of special projects in the field of adult basic education for low-income individuals over eighteen years of age whose lack of basic educational skills constitutes a substantial impairment of their ability to get or retain employment commensurate with their real ability. Such projects shall—

"(1) involve the use of innovative methods, systems, materials, or programs which the Director determines may have national significance or be of special value in promoting effective programs under this title,

"(2) involve activities in adult basic education which the Director determines are so coupled with other Federal, federally assisted, State, or local programs, as to have unusual promise in promoting a comprehensive or coordinated approach to the problems of low-income individuals with basic educational deficiencies or

"(3) show promise of enabling persons receiving welfare payments or other forms of public assistance to obtain employment which will permit discontinuance of such assistance."

TITLE II PROGRAMS—DURATION

SEC. 218. Part D of title II of the Act is amended to read as follows:

"PART D—DURATION OF PROGRAM

"SEC. 221. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law.

TITLE III—AMENDMENTS TO TITLE III OF THE ACT

RURAL AREAS—LOAN AUTHORITY AND INDEMNITY PAYMENTS

42 USC 2851.

SEC. 301. (a) Section 302(a) of the Act is amended by striking out "exceeding \$2,500 in the aggregate" and inserting in lieu thereof "resulting in an aggregate indebtedness of more than \$3,500 at any one time".

(b) Section 305(f) of the Act is amended by—

(1) inserting "(1)" immediately after "Provided, That"; and

(2) inserting immediately before the period at the end thereof a semicolon and the following: "and (2) a cooperative organization formed by and consisting of members of an Indian tribe (including any tribe with whom the special Federal relationship with Indians has been terminated) engaged in the production of agricultural commodities, or in manufacturing products, on an Indian reservation (or former reservation in the case of tribes with whom the special Federal relationship with Indians has been

terminated) shall not be regarded as a cooperative organization within the purview of this clause".

(c) Section 331(c) of the Act is amended by striking out "June 30, 1966" and inserting in lieu thereof "June 30, 1967".

78 Stat. 525.
42 USC 2881.

TITLE III PROGRAMS—DURATION

SEC. 302. Part C of title III of the Act is amended to read as follows:

42 USC 2871.

"PART C—DURATION OF PROGRAM

"SEC. 321. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law."

TITLE IV—AMENDMENTS TO TITLE IV OF THE ACT

SEC. 401. Sections 402, 405, and 406 of the Act are amended by striking out "Director" where it appears in such sections and inserting in lieu thereof "Administrator of the Small Business Administration".

42 USC 2902,
2905, 2906.

SEC. 402. (a) Section 402 of the Act is hereby redesignated section 402(a) and there is added at the end thereof a new subsection (b) as follows:

"(b) The Director is authorized to make grants to, or contract with, public or private nonprofit agencies, or combinations thereof, to pay all or part of the costs necessary to enable such agencies to provide screening, counseling, management guidance, or similar assistance with respect to persons or small business concerns which receive or may be eligible for assistance under subsection (a). Financial assistance under this subsection shall be subject to the provisions of section 208 of this Act."

42 USC 2788.

SEC. 403. Sections 403 and 404 of the Act are hereby repealed.

Repeal.

SEC. 404. Section 407 of the Act is amended to read as follows:

42 USC 2903,
2904.

"DURATION OF PROGRAM

42 USC 2907.

"SEC. 407. The Administrator of the Small Business Administration shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years."

SEC. 405. Section 402 of the Act is amended by inserting "(a)" after "SEC. 402." and by adding at the end thereof the following new subsection:

"(b) To the extent necessary or appropriate to carry out the programs provided for in this title the Administrator of the Small Business Administration shall have the same powers as are conferred upon the Director by section 602 of this Act."

Post, p. 1468.
42 USC 2942.

SEC. 406. Sections 405, 406, and 407 of the Act, as amended by these Economic Opportunity Amendments of 1966, are respectively renumbered as sections 403, 404, and 405 of the Act.

SEC. 407. Section 606 of the Act is amended by striking out "and IV" where it appears in subsections (a) and (d) thereof.

42 USC 2946.

TITLE V—REVISION OF TITLE V OF THE ACT

78 Stat. 527.
42 USC 2921-2923.

SEC. 501. (a) Title V of the Act is amended to read as follows:

**“TITLE V—WORK EXPERIENCE AND TRAINING
PROGRAMS**

“STATEMENT OF PURPOSE

“SEC. 501. It is the purpose of this title to expand the opportunities for constructive work experience and other needed training available to persons (including workers in farm families with less than \$1,200 net family income, unemployed heads of families and other needy persons) who are unable to support themselves or their families.

“TRANSFER OF FUNDS

Post, p. 1475.

76 Stat. 192.
42 USC 1315.

“SEC. 502. In order to permit the carrying out of work experience and training programs meeting the criteria set forth in part E of title II of the Manpower Development and Training Act of 1962, the Director is authorized to transfer funds to the Secretary of Health, Education, and Welfare to enable him (1) to make payments under section 1115 of the Social Security Act for experimental, pilot, or demonstration projects which provide pretraining services and basic maintenance, health, family, basic education, day care, counseling, and similar supportive services required for such programs, and (2) to reimburse the Secretary of Labor for carrying out the activities described in such part E of title II of the Manpower Development and Training Act of 1962. Costs of such projects and activities shall, notwithstanding the provisions of the Social Security Act and the Manpower Development and Training Act of 1962, be met entirely from funds appropriated to carry out this title: *Provided*, That such funds may not be used to assist families and individuals insofar as they are otherwise receiving or eligible to receive assistance or social services through a State plan approved under titles I, IV, X, XIV, XVI, or XIX of the Social Security Act.

42 USC 301, 601,
1201, 1351, 1381,
1396.

“LIMITATIONS ON WORK EXPERIENCE AND TRAINING PROGRAMS

76 Stat. 186.
42 USC 609.

“SEC. 503. (a) The provisions of paragraphs (1) to (6), inclusive, of section 409 of the Social Security Act, unless otherwise inconsistent with the provisions of this title, shall be applicable with respect to work experience and training programs assisted with funds under this title. The costs of such programs to the United States shall, notwithstanding the provisions of such Act, be met entirely from funds appropriated or allocated to carry out the purpose of this title.

“(b) Work experience and training programs shall be so designed that participation of individuals in such programs will not ordinarily exceed 36 months, except that nothing in this subsection shall prevent the provision of necessary and appropriate follow-up services for a reasonable period after an individual has completed work experience and training.

“(c) Not more than 12½ percent of the sums appropriated or allocated for any fiscal year to carry out the purposes of this title shall be used within any one state. In the case of any work experience and training program approved on or after July 1, 1968, not more than 80

percent of the costs of projects or activities referred to in section 502 may be paid from funds appropriated or allocated to carry out this title, unless the Secretary of Health, Education, and Welfare determines, pursuant to regulations prescribed by him establishing objective criteria for such determinations, that assistance in excess of such percentage is required in furtherance of the purposes of this title. Non-Federal contributions may be in cash or in kind, fairly evaluated, including but not limited to plant, equipment, and services.

"DURATION OF PROGRAMS

"SEC. 504. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law.

"TRANSITION

"SEC. 505. The Secretary of Labor is authorized to provide work experience and training programs authorized by section 261(a) (3) and (4) of part E of title II of the Manpower Development and Training Act of 1962, commencing July 1, 1967. The Secretary of Health, Education, and Welfare is authorized to provide such work experience and training programs through June 30, 1967, and may also continue to completion those work experience and training programs commenced prior to that date, but in no event shall such programs be extended beyond June 30, 1968. After June 30, 1967, the Secretary of Health, Education, and Welfare, pursuant to agreement with the Secretary of Labor which shall include provisions for joint evaluation and approval of the training and work experience aspect of each project or program, may also—

"(1) with the concurrence of the Secretary of Labor, renew existing projects and programs, or develop and provide new projects or programs, to accomplish the purposes of this title and of part E of title II of the Manpower Development and Training Act of 1962; and

"(2) with the concurrence of the Secretary of Labor, develop and provide other work experience and training programs pursuant to such part E, with respect to such projects or parts of projects which the Secretary of Labor is unable to provide after being given notice and a reasonable opportunity to do so.

Before July 1, 1967, the Secretary of Health, Education, and Welfare may, for the purposes of this title and part E of title II of the Manpower Development and Training Act of 1962, utilize the services and facilities available under the manpower development and utilization programs administered by the Department of Labor which may include, but not be limited to, testing, counseling, job referral and follow-up services required to assist participants in securing and obtaining employment, training opportunities, either on or off the job, available under the Manpower Development and Training Act of 1962, and relocation assistance to involuntarily unemployed individuals in accordance with the standards prescribed in section 104 of the Manpower Development and Training Act of 1962, and shall compensate the Secretary of Labor for the reasonable costs thereof either by advance or reimbursement."

Post, p. 1475.

79 Stat. 76.
42 USC 2572b.

TITLE VI—AMENDMENTS TO TITLE VI OF THE ACT

ELDERLY POOR

78 Stat. 528.
42 USC 2941.

SEC. 601. (a) Section 601(a) of the Act is amended by striking out "three" in the third sentence thereof and inserting in lieu thereof "four".

79 Stat. 978.
42 USC 2950.

(b) Section 610 of the Act is amended by inserting at the end thereof the following: "The Director shall carry out such investigations and studies, including consultations with appropriate agencies and organizations, as may be necessary (1) to develop programs providing employment opportunities, public service opportunities, and education for the elderly poor under the provisions of this Act, and (2) to determine and recommend to the President and the Congress such programs requiring additional authority and the necessary legislation to provide such authority."

LIAISON BETWEEN AGENCIES

42 USC 2942.

SEC. 602. Section 602(d) of the Act is amended by adding immediately before the semicolon at the end thereof the following: "subject to provisions to assure the maximum possible liaison between the Office of Economic Opportunity and such other agencies at all operating levels, which shall include the furnishing of complete operational information by such other agencies to the Office of Economic Opportunity and the furnishing of such information by such Office to such other agencies".

ELIMINATION OF SPECIAL PRINTING AUTHORITY OF DIRECTOR

SEC. 603. Section 602(m) of the Act is amended to read as follows:

"(m) expend funds made available for purposes of this Act—

"(1) for printing and binding, in accordance with applicable law and regulation; and

"(2) without regard to any other law or regulation, for rent of buildings and space in buildings and for repair, alteration, and improvement of buildings and space in buildings rented by him; but the Director shall not utilize the authority contained in this subparagraph (2)—

"(A) except when necessary to obtain an item, service, or facility, which is required in the proper administration of this Act, and which otherwise could not be obtained, or could not be obtained in the quantity or quality needed, or at the time, in the form, or under the conditions in which it is needed, and

"(B) prior to having given written notification to the Administrator of General Services (if the exercise of such authority would affect an activity which otherwise would be under the jurisdiction of the General Services Administration) of his intention to exercise such authority, the item, service, or facility with respect to which such authority is proposed to be exercised, and the reasons and justifications for the exercise of such authority; and".

ADMINISTRATION—POLITICAL ACTIVITIES

SEC. 604. Section 603 of the Act is amended to read as follows:

78 Stat. 530;
79 Stat. 977.
42 USC 2943.

“POLITICAL ACTIVITIES

“SEC. 603. (a) For purposes of chapter 15 of title 5 of the United States Code any overall community action agency which assumes responsibility for planning, developing, and coordinating community-wide antipoverty programs and receives assistance under this Act shall be deemed to be a State or local agency; and for purposes of clauses (1) and (2) of section 1502(a) of such title any agency receiving assistance under this Act (other than part C of title I) shall be deemed to be a State or local agency.

Ante, p. 403.

“(b) The Director, after consultation with the Civil Service Commission, is authorized to issue such regulations or impose such requirements as may be necessary or appropriate to supplement the provisions of subsection (a) of this section or otherwise to insure that programs assisted under this Act are not carried on in a manner involving the use of program funds, the provision of services, or the employment or assignment of personnel in a manner supporting, or resulting in the identification of such program with, any partisan political activity or any activity designed to further the election or defeat of any candidate for public office.”

NATIONAL ADVISORY COUNCIL ON ECONOMIC OPPORTUNITY

SEC. 605. Section 605 of the Act is amended to read as follows:

42 USC 2945.

“NATIONAL ADVISORY COUNCIL ON ECONOMIC OPPORTUNITY

“SEC. 605. (a) There is hereby established in the Office a National Advisory Council on Economic Opportunity (hereinafter referred to as the Advisory Council), to be composed of twenty-one members appointed, for staggered terms and without regard to the civil service laws, by the President. Such members shall be representative of the public in general and appropriate fields of endeavor related to the purposes of this Act. The President shall designate the chairman from among such members. The Advisory Council shall meet at the call of the chairman but not less often than four times a year. The Director shall be an ex officio member of the Advisory Council.

“(b) The Advisory Council shall—

“(1) advise the Director with respect to policy matters arising in the administration of this Act; and

“(2) review the effectiveness and the operation of programs under this Act and make recommendations concerning (A) the improvement of such programs, (B) the elimination of duplication of effort, and (C) the coordination of such programs with other Federal programs designed to assist low income individuals and families.

Such recommendations shall include such proposals for changes in this Act as the Advisory Council deems appropriate.

“(c) The Advisory Council shall make an annual report of its findings and recommendations to the President not later than March 31 of each calendar year beginning with the calendar year 1967. The President shall transmit each such report to the Congress together with his comments and recommendations.”

Report to President and Congress.

ADMINISTRATION—COMPARABILITY OF WAGES

78 Stat. 528.
42 USC 2941 et
seq.

SEC. 606. Part A of title VI of the Act is amended by adding at the end thereof the following new section:

"COMPARABILITY OF WAGES

"SEC. 610-1. (a) The Director shall take such action as may be necessary to assure that persons employed in carrying out programs financed under part A of title I or part A of title II (except a person compensated as provided in section 602) shall not receive compensation at a rate which is (1) in excess of the average rate of compensation paid in the area where the program is carried out to persons providing substantially comparable services, or in excess of the average rate of compensation paid to persons providing substantially comparable services in the area of the person's immediately preceding employment, whichever is higher or (2) less than the minimum wage rate prescribed in section 6(a)(1) of the Fair Labor Standards Act of 1938.

42 USC 2711,
2781.

Ante, p. 838.
Report to Pres-
ident and Con-
gress.

"(b) Not later than sixty days after the close of the fiscal year 1967 and each fiscal year thereafter the Director shall prepare and submit to the President for submission to the Congress a list of the names of all officers or employees whose compensation is subject to the limitations set forth in subsection (a) of this section and who were receiving at the end of such fiscal year a salary of \$10,000 or more per year, together with the amount of compensation paid to each such person and the amount of such compensation paid from funds advanced or granted pursuant to this Act. No grant, contract or agreement shall be made under any of the provisions of this Act referred to in subsection (a) of this section which does not contain adequate provisions to assure the furnishing of information required by the preceding sentence.

"(c) No person whose compensation exceeds \$6,000 per annum and is paid pursuant to any grant, contract, or agreement authorized under part A of title I or part A of title II (except a person compensated as provided in section 602) shall be employed at a rate of compensation which exceeds by more than 20 percent the salary which he was receiving in his immediately preceding employment, but the Director may grant exceptions for specific cases. In determining salary in preceding employment for one regularly employed for a period of less than 12 months per year, the salary shall be adjusted to an annual basis."

COORDINATION OF PROGRAMS WITHIN EXECUTIVE BRANCH

SEC. 607. Section 611 of the Act is amended by adding at the end thereof the following:

"(c) It shall be the responsibility of the Director, the Secretary of Labor, the Secretary of Health, Education, and Welfare, and the heads of all other departments and agencies concerned, acting through the President's Committee on Manpower, to provide for, and take such steps as may be necessary and appropriate to implement, the effective coordination of all programs and activities within the executive branch of the Government relating to the training of individuals for the purpose of improving or restoring employability.

"(d) The Secretary of Labor, pursuant to such agreements as may be necessary or appropriate (which may include arrangements for reimbursement), shall—

"(1) be responsible for assuring that the Federal-State employment service provides and develops its capacity for providing

maximum support for the programs described in subsection (c); and

“(2) obtain from the Secretary of Commerce, the Secretary of Health, Education, and Welfare, the Director of the Office of Economic Opportunity, and the head of any other Federal agency administering a training program, such employment information as will facilitate the placement of individuals being trained.”

INFORMATION—CATALOG AND DISSEMINATION

SEC. 608. Section 613 of the Act is amended by inserting “(a)” after “SEC. 613.” and by adding at the end thereof the following new subsections: 78 Stat. 533.
42 USC 2963.

“(b) The Director shall publish and maintain on a current basis, a catalog of Federal programs relating to individual and community improvement. The Director is further authorized to make grants from funds appropriated to carry out title II of this Act, to States and communities to establish information service centers for the collection, correlation, and distribution of information required to further the purposes of this Act. 42 USC 2781-2831.

“(c) In order to insure that all Federal programs related to the purposes of this Act are utilized to the maximum possible extent, and in order to insure that all appropriate officials are kept fully informed of such programs, the Director shall establish procedures to assure prompt distribution to States and local agencies of all current information, including administrative rules, regulations and guidelines, required by such agencies for the effective performance of their responsibilities.”

TITLE VI PROGRAMS—DURATION

SEC. 609. Section 615 of the Act is amended to read as follows: 42 USC 2965.

“DURATION OF PROGRAM

“SEC. 615. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law.”

COORDINATION—TRANSFERS OF FUNDS

SEC. 610. Section 616 of the Act is amended by inserting after “this Act,” the following: “or any Act authorizing appropriations for any such title (other than part C of title I),”.

ADDITIONAL SUPER GRADES

SEC. 611. Title VI of the Act is amended by inserting after section 617 the following new section:

“LIMITATION ON ADDITIONAL SUPER GRADES

“SEC. 618. No additional positions above those authorized on the date of enactment of this section shall be created or filled in fiscal year ending June 30, 1967 in the classification categories of GS 16, 17, and 18 of the General Schedule of section 5332, title 5, United States Code in the Office of Economic Opportunity and its field offices.”

Ante, p. 467.

ADMINISTRATIVE EXPENSES

78 Stat. 528.
42 USC 2941 et
seq.

SEC. 612. Title VI of the Act is amended by inserting after section 618 the following new section:

"LIMITATION ON FEDERAL ADMINISTRATIVE EXPENSES

"SEC. 619. The total administrative expenses, including the compensation of Federal employees, incurred by Federal agencies under the authority of this Act for any fiscal year shall not exceed ten percent of the amount authorized to be appropriated by this Act for that year: *Provided, however,* That grants, subsidies, and contributions, and payments to individuals, other than Federal employees shall not be counted as an administrative expense."

PRIVATE ENTERPRISE PARTICIPATION

SEC. 614. (a) Title VI of the act is amended by inserting after section 619 (added by section 612) the following new section:

"PRIVATE ENTERPRISE PARTICIPATION

"SEC. 620. The Director and the heads of any other Federal departments or agencies to which the conduct of programs described in the Act have been delegated shall take such steps as may be desirable and appropriate to insure that the resources of private enterprise are employed to the maximum feasible extent in the programs described in this Act. The Director and such other agency heads shall submit at least annually to the Congress a joint or combined report describing the actions taken and the progress made under this section."

42 USC 2701.

(b) Section 2 of the Act is amended by adding at the end thereof the following new paragraph: "It is the sense of the Congress that it is highly desirable to employ the resources of the private sector of the economy of the United States in all such efforts to further the policy of this Act."

TITLE VII—TECHNICAL AMENDMENT TO TITLE VII OF THE ACT

42 USC 2981.

SEC. 701. (a) Section 701(a) of the Act is amended by striking out "and XVI" and inserting in lieu thereof "XVI, and XIX".

79 Stat. 343.
42 USC 1396.

(b) No funds to which a State is otherwise entitled under title XIX of the Social Security Act for any period before October 1, 1967, shall be withheld by reason of any action taken pursuant to a State statute which prevents such State from complying with the requirements resulting from the amendment made by subsection (a)

TITLE VIII—REVISION OF PROVISIONS RELATING TO VISTA

SEC. 801. The Act is amended by adding at the end thereof the following new title:

"TITLE VIII—VOLUNTEERS IN SERVICE TO AMERICA

"STATEMENT OF PURPOSE

"SEC. 801. It is the purpose of this title to enable and encourage volunteers to participate in a personal way in the war on poverty, by living and working among deprived people of all ages in urban areas,

rural communities, on Indian reservations, in migrant worker camps, and Job Corps camps and centers; to stimulate, develop and coordinate programs of volunteer training and service; and, through such programs, to encourage individuals from all walks of life to make a commitment to combating poverty in their home communities, both as volunteers and as members of the helping professions.

"AUTHORITY TO ESTABLISH VISTA PROGRAM

"SEC. 802. (a) The Director is authorized to recruit, select, train, and—

“(1) upon request of State or local agencies or private nonprofit organizations, refer volunteers to perform duties in furtherance of programs combating poverty at a State or local level; and

“(2) in cooperation with other Federal, State, or local agencies involved, assign volunteers to work (A) in meeting the health, education, welfare, or related needs of Indians living on reservations, of migratory workers and their families, or of residents of the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, or the Trust Territory of the Pacific Islands; (B) in the care and rehabilitation of the mentally ill or mentally retarded under treatment at nonprofit mental health or mental retardation facilities assisted in their construction or operation by Federal funds; and (C) in connection with programs or activities authorized, supported, or of a character eligible for assistance under this Act.

“(b) The referral or assignment of volunteers under this section shall be on such terms and conditions (including restrictions on political activities that appropriately recognize the special status of volunteers living among the persons or groups served by programs to which they have been assigned) as the Director may determine; but volunteers shall not be so referred or assigned to duties or work in any State, nor shall programs under section 805 be conducted in any State without the consent of the Governor.

"VOLUNTEER SUPPORT

"SEC. 803. The Director is authorized to provide to all volunteers during training pursuant to section 802(a) and to volunteers assigned pursuant to section 802(a)(2) such stipend, not to exceed \$50 per month (or, in the case of volunteer leaders designated in accordance with standards prescribed by the Director, not to exceed \$75 per month), such living, travel, and leave allowances, and such housing, transportation (including travel to and from the place of training), supplies, equipment, subsistence, clothing, and health and dental care as the Director may deem necessary or appropriate for their needs.

"APPLICATION OF PROVISIONS OF FEDERAL LAW

"SEC. 804. (a) Each volunteer under section 802 shall take and subscribe to an oath or affirmation in the form prescribed by section 104(d) of this Act, and the provisions of section 1001 of title 18, United States Code, shall be applicable with respect to such oath or

79 Stat. 973.
42 USC 2714.
62 Stat. 749.

affirmation; but except as provided in subsection (b) of this section, such volunteers shall not be deemed to be Federal employees and shall not be subject to the provisions of laws relating to Federal employment, including those relating to hours of work, rates of compensation, and Federal employee benefits.

“(b) All volunteers during training pursuant to section 802(a) and such volunteers as are assigned pursuant to section 802(a) (2) shall be deemed Federal employees to the same extent as enrollees of the Job Corps under section 106 (b), (c), and (d) of this Act except that for purposes of the computation described in paragraph (2) (B) of section 106(c) the monthly pay of a volunteer shall be deemed to be that received under the entrance salary for GS-7 of the General Schedule of section 5332, title 5, United States Code.

Ante, p. 467.

“(c) For the purposes of subchapter III, chapter 73 of title V of the United States Code, a volunteer under this title shall be deemed to be a person employed in the executive branch of the Federal Government.

Ante, p. 525.

“SPECIAL PROGRAMS AND PROJECTS

“SEC. 805. The Director is authorized to conduct, or to make grants, contracts, or other arrangements with appropriate public or private nonprofit organizations for the conduct of, special programs in furtherance of the purposes of this title. Such programs shall be designed to encourage more effective or better coordinated use of volunteer services, including services of low-income persons, or to make opportunities for volunteer experience available, under proper supervision and for appropriate periods, to qualified persons who are unable to make long-term commitments or who are engaged in or preparing to enter work where such experience may be of special value and in the public interest. Individuals who serve or receive training in such programs shall not, by virtue of such service or training, be deemed to be Federal employees and shall not be subject to the provisions of laws relating to Federal employment, including those related to hours of work, rates of compensation, and Federal employee benefits; except that such individuals who receive their principal support or compensation with respect to such service or training directly from the Director or his agent for payment shall be deemed Federal employees to the same extent as volunteers assigned pursuant to section 802(a) (2) of this Act. Not to exceed 15 per centum of the sums appropriated or allocated from any appropriation to carry out this title for any fiscal year may be used for programs under this section.

“DURATION OF PROGRAM

“SEC. 806. The Director shall carry out the programs provided for in this title during the fiscal year ending June 30, 1967, and the three succeeding fiscal years. For each such fiscal year only such sums may be appropriated as the Congress may authorize by law.”

TITLE IX—TECHNICAL AMENDMENTS

SEC. 901. (a) Title I of the Act is amended by inserting immediately before section 110 a heading for such section to read as follows: 78 Stat. 508.
42 USC 2720.

“YOUTH CONSERVATION CORPS”

(b) Title II of the Act is amended by redesignating section 219 of part C as section 219-1. 42 USC 2807.

(c) Section 213 of the Act is amended by striking out “this section” and inserting in lieu thereof “section 214”. 42 USC 2802.

(d) Section 604(b) of the Act is amended by striking out “Housing and Home Finance Administrator” and inserting in lieu thereof “Secretary of Housing and Urban Development”. 42 USC 2944.

TITLE X—AMENDMENTS TO MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

SEC. 1001. (a) The Manpower Development and Training Act of 1962 is amended by inserting the following after the period at the end of section 201: “Whenever appropriate, the Secretary of Labor shall coordinate and provide for combinations of programs, to be pursued concurrently or sequentially, under this Act with programs under other Federal Acts, where the purposes of this Act would be accomplished thereby.” 78 Stat. 25.
42 USC 2581.

(b) The Manpower Development and Training Act of 1962 is amended by adding at the end of section 203(c) the following: “Notwithstanding any provision to the contrary in this subsection or in subsection (h), the Secretary may refer any individual who has completed a program under part B of title I of the Economic Opportunity Act of 1964 to training under this Act, and such individual may be paid a training allowance as provided in section 203(a) of this Act without regard to the requirements imposed on such payments by the preceding sentences of subsection (c) or by subsection (h) of this section. Such payments shall not exceed the average weekly gross unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payments during the most recent four-calendar-quarter period for which such data are available. Such persons shall not be deemed youths for the purpose of applying the provision under this subsection limiting the number of youths who may receive training allowances.” 79 Stat. 78.
42 USC 2583.

Ante, p. 1454.

(c) The Manpower Development and Training Act of 1962 is amended by inserting the following after part D of title II:

“PART E—WORK EXPERIENCE AND TRAINING PROGRAMS

“SEC. 261. (a) The Secretary of Labor in cooperation with the Secretary of Health, Education, and Welfare shall provide, under this part, programs for needy persons who require work experience or special family and supportive services, as well as training, in order that they may be assisted to secure and hold regular employment in a competitive labor market. Such programs shall—

Ante, p. 1466.

"(1) provide for the selection of participants pursuant to procedures and criteria jointly prescribed by the Secretary of Labor and the Secretary of Health, Education, and Welfare;

"(2) include pretraining services and basic maintenance, health, family and day care, counseling, and similar social services, and basic education, as provided by the Secretary of Health, Education, and Welfare pursuant to section 502 of the Economic Opportunity Act of 1964, as amended;

"(3) provide through agreements with appropriate public or private nonprofit agencies, work experience to the extent required to assist participants in developing necessary work attitudes or to prepare them for work or training involving the acquisition of needed skills;

"(4) provide testing, counseling, training either on or off the job (including classroom instruction where needed through appropriate arrangements agreed to by the Secretary of Labor and the Secretary of Health, Education, and Welfare), to assist participants to develop their occupational potential, improve their occupational level and secure promotion or advancement;

"(5) provide, through appropriate arrangements with employers, labor organizations, and other public and private agencies, for development where needed of additional employment opportunities for participants, for job referral and follow-up service required to assist participants in securing and retaining employment and securing possibilities for advancement; and

79 Stat. 76.
42 USC 2572b.

"(6) provide, in accordance with the criteria prescribed in section 104 of this Act, relocation assistance to involuntarily unemployed individuals where the Secretary of Labor determines they cannot reasonably be expected to secure full-time employment in the community in which they reside.

"(b) In developing and approving programs under this part, the Secretary of Labor shall give priority to programs with a high-training potential and which afford the best prospects for contributing to the upward mobility of participants.

Ante, p. 1466.

"(c) Notwithstanding any other provision of this Act, the provisions of section 503 of the Economic Opportunity Act of 1964, as amended, shall govern the use and apportionment among the several States of funds provided pursuant to such Act for the purpose of carrying out this part."

TITLE XI—AMENDMENTS TO CERTAIN OTHER ACTS

79 Stat. 979.
20 USC 425.

SEC. 1101. (a) Section 205(b)(2)(A)(iv) of the National Defense Education Act of 1958 is amended by striking out "section 603" and inserting in lieu thereof "title VIII".

79 Stat. 1238.
20 USC 1077.

(b) (1) Section 427(a)(2)(C) of the Higher Education Act of 1964 is amended (1) by striking out "or" before "(iii)", and (2) by inserting immediately after "Peace Corps Act," the following: "or (iv) not in excess of three years during which the borrower is in service as a volunteer under title VIII of the Economic Opportunity Act of 1964,".

Ante, p. 1472.

(2) The amendments made by this section shall not apply to any loan outstanding on the effective date of this Act without the consent of the borrowers.

SEC. 1102. Clause (3) of section 401(b) of the Public Works and Economic Development Act of 1965 is amended to read as follows:

79 Stat. 561.

42 USC 3161.

"(3) no area shall be designated which does not have a population of at least one thousand five hundred persons, except that this limitation shall not apply to any area designated under section 401(a)(3); and".

TITLE XII—GENERAL PROVISIONS

SEC. 1201. No part of the funds appropriated under this Act to carry out the provisions of the Economic Opportunity Act of 1964 shall be used to provide payments, assistance, or services, in any form, with respect to any individual who is convicted, in any Federal, State, or local court of competent jurisdiction, of inciting, promoting, or carrying on a riot, or any group activity resulting in material damage to property or injury to persons, found to be in violation of Federal, State, or local laws designed to protect persons or property in the community concerned.

Prohibition on
payments to
persons incit-
ing riots.

Approved November 8, 1966.

LEGISLATIVE HISTORY:

HOUSE REPORTS: No. 1568 (Comm. on Education & Labor) and No. 2298 (Comm. of Conference).

SENATE REPORT No. 1666 accompanying S. 3164 (Comm. on Labor & Public Welfare).

CONGRESSIONAL RECORD, Vol. 112 (1966):

Sept. 26-28: Considered in House.

Sept. 29: Considered and passed House.

Sept. 30, Oct. 3: S. 3164 considered in Senate.

Oct. 4: Considered and passed Senate, amended,
in lieu of S. 3164.

Oct. 18: Senate agreed to conference report.

Oct. 20: House agreed to conference report.

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